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CANADA
HOUSE OF COMMONS

REPORT OF THE SPECIAL COMMITTEE
ON VISIBLE MINORITIES IN CANADIAN SOCIETY

BOB DAUDLIN

85-0211/

HOUSE OF COMMONS

Issue No. 4

Thursday, March 8, 1984

Chairman: Bob Daudlin, M.P.

Minutes of Proceedings and Evidence of the Special Committee on

Participation of Visible Minorities in Canadian Society

RESPECTING:

Order of Reference

INCLUDING:

The First Report to the House

Second Session of the
Thirty-second Parliament, 1983-84

CHAMBRE DES COMMUNES

Fascicule n° 4

Le jeudi 8 mars 1984

Président: Bob Daudlin, M.P.

Procès-verbaux et témoignages du Comité spécial sur la

Participation des Minorités visibles à la Société canadienne

CONCERNANT:

Ordre de renvoi

Y COMPRIS:

Le premier rapport à la Chambre

Deuxième session de la
trente-deuxième législature, 1983-1984

SPECIAL COMMITTEE ON THE PARTICIPATION OF VISIBLE MINORITIES IN CANADIAN SOCIETY

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Vice-Chairman: Gary McCauley

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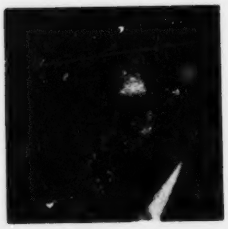

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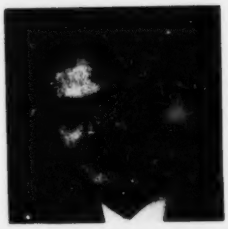

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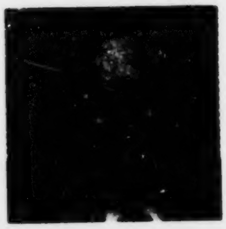

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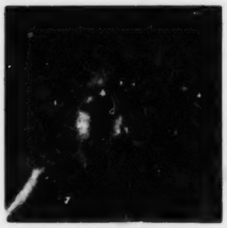

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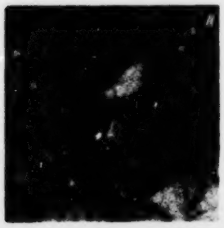

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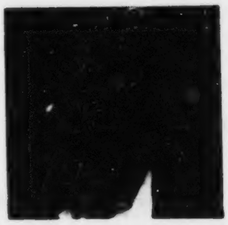

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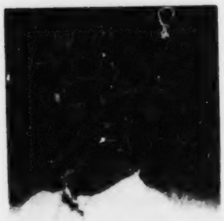

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Assistant to the Chairman

SPECIAL COMMITTEE ON PARTICIPATION OF VISIBLE MINORITIES IN CANADIAN SOCIETY (TASK FORCE)

ORDER OF REFERENCE

HOUSE OF COMMONS
Tuesday, December 13, 1983

ORDERED,—

That a Special Committee consisting of Mr. Daudlin, Mr. Kelly, Mr. Lewycky, Mr. McCauley, Mr. Mitges, Mr. Paproski and Mr. Veillette to act as a Parliamentary Task Force on Participation of Visible Minorities in Canadian Society, be appointed to examine the subject-matter described by its title, and in particular:

(1) to seek positive and constructive ideas and models pertaining explicitly to ameliorating relations within Canada between visible minority and other Canadians;

(2) to identify and investigate positive examples and models of the promotion of harmonious relations between visible minority Canadians and other Canadians, particularly in institutional areas, and find ways and means of improving those relations;

(3) to seek the views that contribute constructively and positively to the promotion of racial tolerance, understanding and harmony of concerned voluntary, community and minority groups and organizations and individuals, as well as business, professional and trade associations, labour unions, public and private institutions and relevant specialists;

(4) within a general review to consider Federal Government policies and programs in the area of race relations;

(5) to recommend the development of positive programs that the Committee finds necessary to promote racial understanding, tolerance and harmony in Canadian society; and

(6) to encourage the continuation of the dialogue that will be initiated, in a climate that is open and constructive.

That the Committee report no later than six months after its membership is named;

That the Committee have all of the powers provided to standing committees pursuant to Standing Order 69(8);

That the Committee have the power to retain expert, professional, technical and clerical staff and that for these purposes the Committee be deemed never to have ceased to exist;

That the Committee be empowered to adjourn from place to place within Canada;

That the evidence adduced by the Committee in the First Session of the present Parliament be deemed to have been referred to the Committee; and

That the provisions of sections (4) and (9) of Standing Order 69 of the House of Commons should be suspended, unless otherwise agreed to by this Committee.

ATTEST

C. B. KOESTER
The Clerk of the House of Commons

The Special Committee on Participation of Visible Minorities in Canadian Society has the honour to present its

FIRST REPORT

In accordance with its Order of Reference of December 13, 1983, your Committee has considered the issues before it and submits the following report. Your Committee urges the Government to consider the advisability of implementing the recommendations contained herein and, pursuant to Standing Order 69(13), requests that the Government table a comprehensive response to this report.

ACKNOWLEDGMENTS

The Special Committee on Participation of Visible Minorities in Canadian Society received its mandate from Parliament on June 27, 1983. Since that time, the Committee has heard testimony from a wide cross-section of interest groups and regional representatives on the many issues related to the participation of visible minorities in Canada. We wish to extend special thanks to the witnesses who appeared before us in Ottawa and in the nine other Canadian cities we visited (See Appendix A).

We are also grateful for the many briefs and submissions we received from groups and for the many letters sent by individuals (See Appendix B). This process of consultation has been invaluable in helping the Special Committee recommend a course of action which will bring equitable treatment to those not currently receiving it.

The Special Committee acknowledges with thanks the excellent work of its dedicated central staff and the long hours they devoted to this study. We wish to thank the Clerk of the Committee, Judith LaRocque, who managed the administrative, financial and logistical considerations of the inquiry and the Study Director, Jack Kehoe, who supervised the research team and organized the analysis of the submissions.

The Special Committee expresses its special thanks to the following research associates and consultants: Dorothy Wills, Montreal; Suzing Hum, Ottawa; Saul Arbess, Victoria; Keith Lowe, Toronto; Lloyd Stanford, Ottawa; Harish Jain, Hamilton and Harbans Narang, Regina. The Committee also appreciates the assistance provided by the Research Branch of the Library of Parliament and, particularly, the work of Brooke Jeffrey, Philip Rosen and Estelle Reed. The graphics and design are the work of Dan Sullivan.

The Special Committee would like to thank the staff of the Committees and Private Legislation Directorate, the Translation Bureau of the Secretary of State Department and the other services of the House of Commons that have provided administrative and technical support.

Finally, the Special Committee would like to acknowledge the contribution of the Honourable Jim Fleming whose concern and foresight led to the formation of this Committee.

REPORT OF THE SPECIAL COMMITTEE ON PARTICIPATION OF VISIBLE MINORITIES IN CANADIAN SOCIETY

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THEYTUS

Canada will be the ultimate loser if we do not take advantage of the skills and abilities which visible minority Canadians have to offer.

Most visible minorities are not participating fully in Canadian society. Opportunities are being denied because visible minorities are frequently believed to be from a different culture and it is believed they will not "fit" the structures of public and private institutions in Canada. One need only look at the employment practices of police departments, fire departments, government services, universities, the media and private companies to see that visible minorities are consciously or unconsciously denied full participation in almost all Canadian institutions. Visible minorities are, in fact, the invisible members of our society. Canada will be the ultimate loser if we do not take advantage of the skills and abilities which visible minority Canadians have to offer.

The government must now consciously choose to remove all roadblocks preventing the full participation of all citizens in the cultural, social, economic, and political life of the country.

Canada stands on the threshold of a new era. In a country with a long history of innovation, accommodation and tolerance, the challenge of an increasingly multicultural and multiracial society is one which can and should be met head-on. In the same way that previous generations overcame the problems posed by regional and linguistic differences through the creation of a federal system of government and the adoption of an official policy of bilingualism, the government must now consciously choose a course of action which will ensure that there are no roadblocks preventing the full participation of all citizens in the cultural, social, economic and political life of the country. The Special Committee on the Participation of Visible Minorities in Canadian Society was charged by Parliament with the responsibility for charting this course for Canada's visible minorities.

This report is one blueprint for the realization of the long-standing ideal that the circle of Canadian life should embrace all Canadians equally, an ideal first spelled out as formal government policy on October 8, 1971, when Prime Minister Trudeau tabled the government's response to Book IV of the report of the Royal Commission on Bilingualism and Biculturalism in the House of Commons.

> We believe that cultural pluralism is the very essence of Canadian identity. Every ethnic group has the right to preserve and develop its own culture and values within the Canadian context. To say we have two official languages is not to say we have two official cultures, and no particular culture is more official than another. A policy of multiculturalism must be a policy for all Canadians.

Much of the evidence received by the Committee urged that this policy be put into effect for all Canadians, including visible minorities.

Institutions can unintentially restrict the life chances of non-white individuals through a variety of seemingly neutral rules, regulations and procedures.

DOWN
WITH THE
IST

For the purpose of this report, visible minorities have been defined as non-whites who are not participating fully in Canadian society. The approximate non-white population of Canada is 1,864,000 or 7 per cent of the population. These figures include the aboriginal people, Canadians with origins in Africa, Arab countries, China, India, Pakistan, Japan, Korea, South East Asia, Latin America, the Pacific Islands, the West Indies and the Philippines. The Committee did hear from other groups of Canadians who are white, but are identifiable because of their name, language, mode of dress, or because historically they were victims. Their submissions are reflected in the recommendations of the Committee's final report.

It is generally perceived by Canadians that Canada has, when compared with other countries, an enviable record in the area of race relations. There are very few laws, or rules, in institutions that overtly deny equality of access to visible minority Canadians. Studies have shown that there are significant numbers of Canadians who are not racists and who would not consciously deny equality of opportunity. Nevertheless we are a flawed society. Research has shown that as many as 15 per cent of the population exhibit blatantly racist attitudes, while another 20-25 per cent have some racist tendencies. Moreover, even those individuals who are very tolerant can, with the best of intentions, engage in racism without knowing it or meaning to do so. Similarly, institutions can unintentionally restrict the life chances of non-white individuals through a variety of seemingly neutral rules, regulations and procedures.

The demand for full participation is not a recent phenomenon, but it has gained momentum in the past twenty years.

Yet the make-up of the Canadian population has always been multicultural and multiracial. When Europeans first came to this area of the world there were over fifty Inuit and native Indian cultures in existence. It is also the case that the demand for full participation in Canadian society by citizens whose culture is neither French nor English in origin is not a recent phenomenon. The demand for equal participation has, however, gained momentum in the last 20 years. Those developments provide the background for the establishment of the Parliamentary Committee on the Participation of Visible Minorities in Canadian Society.

The spark that ignited the increase in activity was the 1963 Royal Commission on Bilingualism and Biculturalism. One of the terms of reference of the Commission was to examine the ways in which Canadians of non-British and non-French origin have taken their place "within the two societies that have provided Canada's social structures and institutions". The terms of reference seemed to have been included as an afterthought and strong opposition developed among ethnic minorities, particularly in the Prairie provinces, because they believed they were being treated as second-class citizens. As a condition for the acceptance of two official languages the demand was made for a greater recognition of the positive cultural and linguistic rights of ethnic minorities. When the Official Languages Act was introduced in October, 1968, the Prime Minister's speech contained the disclaimer that we have two official languages in a pluralistic society. When the legislation came into force in September, 1969, the backlash, particularly in western Canada, led the government to conclude that an overly literal interpretation of the bilingualism formula would lend support to the "two nations" concept. That was considered unacceptable. The result was a formal multicultural policy for Canada introduced in October, 1971, as an official response to the recommendations contained in Book IV of the Bilingual and Bicultural Commission Report. The policy objectives included: support for all of Canada's cultures; assisting members of all cultural groups to overcome cultural barriers to full participation in Canadian society; promoting creative encounters and interchange among all Canadian cultural groups; and assisting immigrants to acquire at least one of Canada's official languages. A year later, the Multiculturalism Directorate was established in the Secretary of State Department and a Minister of State for Multiculturalism was appointed.

The structure of the Directorate remained unchanged until 1981, when the existence of both overt and covert racism in Canadian society resulted in the federal government announcement of a national program to combat racism and the establishment of a Race Relations Unit within the Multiculturalism Directorate. The increase in racism was attributed in part to Canada's immigration policy, which increased the numbers of Canadians with origins in the West Indies and India. Once the Race Relations Unit was established, the then Minister of State for Multiculturalism undertook a number of initiatives, which ultimately led to the formation of the Special Committee on the Participation of Visible Minorities in Canadian

Society. The Minister supported a National Conference on Visible Minorities and the Media, a National Symposium on Race Relations and the Law, and commissioned situation reports for 11 cities across Canada. The purpose of these reports was to obtain a non-quantitative idea of the kinds of problems that communities in Canada face in the area of race relations.

There is evidence of racially discriminatory mechanisms that provide different advantages and benefits to people of different races.

The results of the various studies and the recommendations of the conferences suggested the need for a high-profile, non-partisan search by Parliament for positive, constructive models, which promote harmonious relations between visible minority Canadians and other Canadians, and for ways to increase the participation of visible minorities in all aspects of Canadian society. The Committee was established and given its particular mandate specifically because there was already ample evidence of denial of equality of opportunity to visible minorities. There is evidence of an unequal distribution of economic, political, and social benefits. There is evidence in public opinion polls, which show that some white Canadians have negative attitudes toward visible minorities. There is evidence of racially discriminatory mechanisms that provide differential advantage and privilege to people of different races. There is also evidence of cultural values, norms, and behaviour of visible minorities which lead them to be discriminated against. At the same time, values highly cherished by the majority are often considered the only acceptable ones.

The Committee was mandated to seek solutions but discovered it was not possible to seek solutions without the context of a sometimes vividly stated problem. In Whitehorse, Margaret Joe stated, "I have first of all to tell you about the problems before I can tell you about anything constructive that you might want to hear. It would be very nice if we were able to wave a magic wand and the troubles of racism would be all over". The Committee started off looking for positive models and was encouraged by those that were presented. Nevertheless it must be said Members had expected to find more positive models than they did.

One of the first issues that became evident as the Committee examined briefs and heard testimony was that different visible minorities were not participating in Canadian society for different reasons. For example, some visible minorities were disproportionately unemployed, while others were employed but not in keeping with their qualifications. Some were in well-paid, high-technology positions but not in decision-making or management. Some were unemployed because of the non-assertive nature of their culture, while others were not participating because their aggressive business practices were deemed far outside the Canadian norm. The Committee has attempted to fine-tune its recommendations to account for these variations in the reasons for being denied full participation in Canadian society.

A second difficult issue that confronted the Committee is the notion held by many Canadians that those who have been here for many generations are entitled to more opportunities than those who have been here for a short period of time. A number of witnesses who appeared before the Committee agreed with the principle of differential treatment for themselves and other recent immigrants, but clearly rejected the principle being applied to their children. The Committee would like to dissuade all Canadians from the belief that citizens of Canada whose heritage is long are somehow entitled to more opportunity than those citizens whose Canadian heritage is just beginning. All citizens of Canada are entitled to equality of opportunity.

A third concern that emerged was that, for the most part, visible minority Canadians belong to cultures that are neither English nor French. In those cases where they are a visible minority and raised in either a French or English milieu, they are still perceived to be from another culture by other Canadians. Regardless of how long visible minorities have been in this country, they are perceived to have been here for a short time.

Canadian society is in reality a "vertical mosaic" with some pieces raised above the others.

A tension exists in Canadian society between the original European partners in Confederation, who dominate Canadian institutions, and the other peoples who wish to share fully in the institutional life of the country. Inherent in the notion of the diversity of Canadian society as a mosaic is the equal participation of the pieces making it up, yet Canadian society is in reality a "vertical mosaic", with some pieces raised above the others; the surface is uneven. The groups who appeared before the Committee were in agreement with two official languages. However they were not in agreement with the pervasive acceptance in Canada that there be two official cultures. As long as we persist with the rhetoric of two founding peoples, and their implied greater importance, Canadians whose heritage is other than French or English will be denied recognition as equals in the development of Canada, will be denied a sense of belonging and will be considered and will consider themselves lesser mortals.

The basic intent of the Royal Commission on Bilingualism and Biculturalism was to find ways and means of increasing the participation of the francophone community, largely represented by Quebec, in every aspect of Canadian society. Meeting for over five years, the Commission's findings and recommendations had a major impact on Canadian society and the fuller inclusion of the francophone people within it. The Commission's work succeeded because of the legislation, regulations and implementation mechanisms that followed the Commission's report. All three aspects were critical to that success. The 15 years that have followed the Commission's report have seen a transformation to bilingualism of at least those institutions within the federal government's jurisdiction and, to a lesser extent, in Canadian society as a whole. A similar thrust of energy is required to move visible minorities to full participation in Canadian society.

Witnesses before the Committee argued passionately and convincingly for changes in the law, political structure, employment practices, government policies, the media, settlement programs, and the educational system.

The Committee was created by the House of Commons on June 27, 1983 and undertook its investigation until the end of the First Session of the Thirty-Second Parliament on November 30, 1983. It was then reconstituted in the Second Session on December 13, 1983. To ensure that the Canadian public was informed about its work, the Committee placed advertisements in major daily newspapers across the country. The last advertisement was placed just prior to its arrival in major cities. The Committee received hundreds of letters; approximately 300 briefs were sent to Ottawa and 130 groups of witnesses were heard in Ottawa, Halifax, Montreal, Toronto, Winnipeg, Regina, Yellowknife, Whitehorse, Edmonton and Vancouver. The Minister of Justice and the Minister of State for Multiculturalism testified before the Committee. The Committee also actively solicited information from other sources, both private and public.

Positive models were found, which are working successfully. They demonstrate that things can be done without the disasters and severe dislocations that some are inclined to predict. At the same time the Committee found evidence of people who are angry, frustrated, denied a sense of belonging and clearly denied equality of opportunity. They argued passionately and convincingly for changes in the law, political structure, employment practices, government policies, the media, settlement programs, and the educational system. In preparing its report the Committee examined solutions to many manifestations of racism and they are reported. The Committee believes working on solutions to institutional racism to be more important than just individual racism. Programs for active awareness are more important than merely improving understanding. Action must be taken quickly and decisively if Canada is to become a just society for all Canadians, including visible minorities. The Parliament of Canada has already indicated strong support for this principle in section 27 of the Charter of Rights and Freedoms, which states:

> This Charter shall be interpreted in a manner consistent with the preservation and enhancement of the multicultural heritage of Canada.

During its investigations and throughout the drafting of the report the Committee had certain basic principles in mind. First, that the Parliament of Canada accepts and should clearly state that racism in any form will not be tolerated. Second, that the Parliament of Canada is deeply aware of its obligation to be constantly vigilant in protecting minorities against acts of discrimination. Third, that Canadian society must constantly make adjustments in its individual and institutional practices to ensure that minorities are able to retain their culture and are not denied equality of opportunity. Finally, that the Parliament of Canada, with the assistance of individuals and organizations, should seek the general consensus of all Canadians of the justness of these ideals. The Committee is of the view that these or similar principles should be found in the preamble to the new Multiculturalism Act.

The Committee believes the positive models and recommendations presented in this report should be implemented by governments and private institutions as a means of achieving equality of opportunity for visible minorities in Canada.

CHAPTER ONE

SOCIAL INTEGRATION

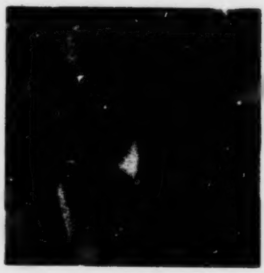
KAM SINGH, TORONTO

“Majority white Canadians should keep in mind that no matter how good life is for the Indians who move here, it is nevertheless a wrenching experience.”

I have noticed during the seventeen years that I have been in Canada that the problem of racial discrimination is a two-way street. There are white Canadians who are ignorant and intolerant of people with different appearances and customs. But there are many immigrants who are clannish, who are reluctant to adapt to the customs of their new homeland. When intolerance and clannishness collide, discrimination is the result.

My own attitude is one of total integration, but to some extent I can understand the feelings of other people. My decision to be clean-shaven and dress like any other Canadian is a personal matter, something which I adopted long before I came here. I am a Canadian now and so I do as is considered normal for the white majority here. For many of my countrymen, this is not acceptable. Their identity is still with the old customs and dress, and so they hold onto these visible signs. There is nothing wrong with this, but it does cause them troubles which I do not encounter.

“In the countryside, there is more of a sticking-together, and a lack of any experience except one’s family and small group of friends and neighbours.”



There is also a marked difference among East Indians between those who grew up in cities, who attended public schools, and those who come from the countryside and small towns. Those of us from the cities learned very early that there are many different kinds of people, and the key is to get along despite the differences. In the countryside, there is more of a sticking-together, and a lack of any experience except one’s family and small group of friends and neighbours. This lack of English language and experience, which one can see especially among East Indian women, makes them afraid of strangers. They do not know how to approach people different from themselves. When they come to Canada, the differences are overwhelming, so they hold on even more tightly to the customs of their home villages.

Of course, the white Canadian frequently does not understand any of this background. He or she picks up on the mistrust and the fear which the immigrant communicates—and communicates it right back. There is no great mystery to this, it is human nature everywhere. It is the same in India as it is here.

For most of the time in Canada I have been an independent businessman, and this has required a great deal of adjustment on my part. There is quite a difference between the business environments and customs in Canada from those in India. This has been a long, difficult, and frequently painful schooling for me. I am successful now because I understand how Canadians think, and I present myself in a way that is acceptable. By this I don't mean that I wear checkered flannel shirts and drink beer. I certainly do not have a checkered flannel shirt! What I mean is that I learned to provide in my insurance business those things—dress, attitudes, habits—that customers want. My service suits their needs. The colour of my skin or their skin does not matter.

Many of my countrymen do not approach life in Canada from the standpoint of service. They are not observant of how the majority behaves, and they are not sensitive to the values and customs of the majority. A simple example is the matter of burping in public. This is considered rude by Canadians, and demands an apology on the part of the guilty party. In India it is not the custom to say "excuse me". Yet such a small thing can cause a misunderstanding. In India, if you want to get through a crowded place, you just push through without any kind of "excuse me". If you do that in Toronto, especially if you are an East Indian, you only add fuel to racism. There are hundreds of other small things like these.

"Canadians must learn more about these different newcomers in their midst, and the immigrants must learn about what is acceptable in Canadian society."

I think that education on both sides is the only answer. Canadians must learn more about these different newcomers in their midst—and the immigrants must learn about what is acceptable behaviour within Canadian society. Integration cannot happen without this kind of education.

We have our own organization NACOI, a national association for Canadians whose origins are in India, and it does a very effective job in helping the two sides adjust to each other. I could name many activities, but perhaps a couple will suffice. In 1979, the organization was able to have a Revenue Canada ruling repealed which had previously disallowed deductions to those Indians who sent money back to their elderly dependants in India. NACOI brought before the Parliament clear evidence from the Government of India that these financial contributions were crucial to the well-being of the people back home. Just recently the organization was able to help secure landing rights for Air India in Montreal, with the possibility of similar rights for Air Canada in India. These are matters are of great importance to Indian people, and they have resulted from Canadian people becoming more knowledgeable about the customs and needs of East Indians.

"Life is incomparably better here from a material standpoint, but not so from the standpoint of human empathy and spiritual aliveness."

The Canadians, the majority white Canadians, should keep in mind that no matter how good life is for the Indians who move here, it is nevertheless a wrenching experience. Life is incomparably better here from a material standpoint, but not so from the standpoint of human empathy and spiritual aliveness. I am a split person living here. Not a split personality, but a split body. One part of me needing and enjoying the material comforts that I have found in Canada, but the other part craving the closeness and warmth of family and friendship which I find in India.

The present time is crucial for education because I fear that discrimination is on the rise in Canada. During the past five years, many incidents indicate to me that the level of fear and mistrust is rising. The poor economy has had much to do with this. White people, who themselves may be unemployed and without the material things that they want and need, see more and more coloured people. And there is a natural tendency to see these new people as competitors for jobs and for housing. The joblessness and the overcrowding in the cities create the conditions in which racism grows. We in the Indian community, especially those of us who are active in NACOI, are educating ourselves to understand what Canada needs at this time, and to contribute for everyone's benefit and not just to East Indians.

SOCIAL INTEGRATION

Many Canadians have experienced the excitement, tension and fears of a move from one part of the country to another or from a rural to an urban environment. In the last few decades, many aboriginal people have moved from rural to urban environments. The majority of visible minorities in Canada are comparatively recent immigrants and many are experiencing the stresses and strains, not only of moving from one country to another, but also from a rural background to an urban center. All immigrants share common settlement experiences. In the case of most, there is little or no advance preparation for the inevitable challenges to traditional values and life-styles. Adaptation is a long, ongoing process and is especially difficult for people who are members of visible minority groups.

Although there is much overlap, the Committee found it useful in its deliberations to make a distinction between settlement, integration and participation. The settlement phase was seen as an initial stage of contact immediately after arrival. The prime concerns at that time are satisfying basic needs: shelter, a sense of community support from one's own family or ethnic group, minimum facility with French or English, minimum acquaintance with "Canadian ways", and work, frequently any kind of work. Integration means increased interaction with many other cultural groups and institutions in Canadian society. It means participation, while retaining as much cultural heritage as desired without being denied equality of opportunity. It is at this stage that efforts should be made to acquaint Canadian institutions with the cultures of the minorities. Social integration demands a process of mutual adjustment and mutual resolution of problems and issues.

Full participation for visible minorities will be achieved when they are represented in the full spectrum of economic, political, social and cultural life of this country. There will be full equality for all individuals and mechanisms to ensure protection from all forms of discrimination. Visible minorities will have an opportunity to acquire one of Canada's two official languages. There will be equal access to services. They will be employed in jobs consistent with their qualifications and have developed the skills and received the encouragement to participate in the decision-making processes of society. The cultures of visible minorities will be shared in an atmosphere of positive mutual regard and emulation. Many members of visible minority communities want to move as quickly as possible to full integration and participation. It is in the best interest of Canadian society to fulfil those wishes. It is a waste of human resources to do otherwise.

IMPLEMENT FRAMEWORK FOR IMMIGRANT LANGUAGE TRAINING

RECOMMENDATION

1

Appreciation: Witnesses before the Committee frequently expressed their appreciation for the efforts which have been made to date by all levels of government as well as the voluntary sector.

Basic to Success: Given that language is the key to success for refugees and immigrants in their new country, it is essential that they are given adequate language training upon their arrival in Canada.

But this is not the case. A number of briefs indicated:

- Basic courses are inadequate for some groups just for survival street English.
- With six months or even one year of language training, the students are barely able to conduct a conversation. How can they understand the laws of the country and other aspects of society?
- Program content is questionable.
- Current programs work against women, as only heads of households are eligible for financial assistance and language training.
- There are not enough programs to cover illiterates, professionals and other special learning needs.
- Training programs for citizenship purposes exclude those who still may need training or those who have become citizens.

Joint Venture: English in the workplace programs have existed for some time and were reported to the Committee from several areas, including Montreal, Toronto, Vancouver and Kitimat. The Aluminium Company of Canada (Alcan) program in Kitimat, British Columbia, was established in 1976. When the company set up a system for advancement, it was apparent that those workers without English would remain in entry-level jobs. The program was a joint company-union venture and was offered to workers and their families. It was a course with an emphasis on practical content. Alcan ran the program for four years and then turned all the material over to North West Community College. Alcan workers and their extended families can still take advantage of the course and Alcan pays their tuitions at an approximate cost of $10,000 a year.

British Model: Another example brought to the attention of the Committee is the Industrial Language Training Service in Great Britain. Training is held in the workplace, and the program has employer cross-cultural training as an essential pre-condition to implementation of the training program.

Materials: Briefs to the Committee did not differ significantly in their requests for improvement in the format, duration and funding of language training. The development of materials continues to originate from several sources, including community organizations, while instruction ranges from the regular classroom to bilingual teaching and an innovative telephone tutoring program currently being used in Toronto for Spanish-speaking people, and which will soon be expanded to the Chinese community.

New Model: The Committee is aware that, following extensive consultations with the provinces and non-governmental organizations by the Canada Employment and Immigration Commission and the Secretary of State, Cabinet has been asked to examine a language training model with a strong orientation focus. It appears to be taking into account the problem areas mentioned in briefs.

Special Needs: The model will include, where necessary, special initiatives to address the needs of specific groups such as the elderly, illiterates and spouses who are not destined for the labour force. In addition, the model contains an occupational/vocational component.

Improvement: It is generally believed language programs not only improve job performance, employee confidence, motivation and communication but also aid in social integration of immigrant employees. The Committee awaits with interest the implementation of this model.

RECOMMENDATION:

Employment and Immigration Canada should implement the new framework for immigrant language training.

RECOMMENDATION

2

AMEND FUNDING EXTENSION CRITERIA

Seed Money: There is concern about the concept of seed money being discontinued after one year. Much of the Multiculturalism Directorate's money is designated as seed money to get an organization or project underway. The organization must then spend its resources in generating a new project or a new way of doing the same thing in order to get continued funding.

Services: A number of small and large immigrant settlement programs provide excellent orientation programs. Indian Immigrant Aid Services in Toronto, Service Catholique pour Immigrants de Montréal and the Immigrant Services Society of British Columbia are examples of well run organizations. They provide multilingual individual and group counselling, day care and interpreter services. Information pamphlets are often multilingual and assist in day-to-day functioning. Assistance is provided in making arrangements for housing, work and school.

Important: Considerable effort appears to have been devoted to initiatives which facilitate access to government and community services as well. For the most part, governments appear to be taking into account recommendations from groups. However, there is a need for, and it is important for governments to provide, organizational and leadership skills training for groups and organizations.

Worthwhile: The Committee recognizes there are organizations and projects which should not be continued beyond a year, but when a worthwhile service is being provided and other sources of funding are not available provision should be made for continued funding with a minimum of resubmission preparation.

Note with Approval: The Committee is aware that the Canada Employment and Immigration Commission is planning to phase in over the next three fiscal years a new settlement framework for the Immigrant Settlement and Adaptation Program. Programs such as interpretation, translation, information, referral, counselling, reception and employment-related services will no longer be governed by a 36-month Canadian residence criterion and all immigrants, regardless of their length of residence, will now be eligible for these services.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should amend funding criteria for an organization or project for a second and third year with a minimum of resubmission preparation.

INCREASED FUNDING FOR ETHNIC/RACIAL GROUPS AND BROADLY BASED GROUPS

RECOMMENDATION

3

Dilemma: The Committee was faced with the dilemma of recognizing the need for organizations such as the Greek Canadian Cultural and Educational Society of Thunder Bay, which service one group, because of the well-documented psychological support such organizations provide, while also recognizing the need to have members of all racial and ethnic groups avail themselves of the services and activities of the more universal organizations such as Neighbourhood Houses.

Human: Broadly based community organizations are necessary to deal with everyday problems affecting all minorities, to improve the quality of life, to provide human resource development and to promote volunteerism and participation in community activities.

Interests: The Committee agrees with the view that racial harmony is best served by helping minority communities to strengthen themselves and deepen their sense of ethnicity and to become more vocal and self-confident in pursuing their interests and expressing the richness of their culture in Canadian society.

Underfunded: There is a need to make adequate sustaining grants to strengthen the organization of new visible minority associations. There is a gap between the need and availability of funds for such organizations as the National Black Coalition of Canada, the National Association of Canadians with Origins in India and the Chinese Canadian National Council. Each of these organizations now receives inadequate funds. Such underfunding makes extremely difficult the hiring of an executive director and the acquisition of the necessary expertise to make presentations to decision-making bodies. The Committee feels the minimum requirement for such purposes should be provided.

Long-Term: There is also the question of grants for specific projects. Hypothetically, a program for developing organizational and leadership skills in the Black community in Nova Scotia, for example, should have funding over a number of years. Social development strategy should be like industrial development. Both must be conceived and administered from a long-term perspective. There are a number of positive examples of such organizations.

The Migrating Native People's Program of the Department of the Secretary of State supports Native Friendship Centres in concert with the Provinces and is designed to provide orientation for aboriginal people in an urban environment. The centres are designed to improve the quality of life by supporting self-determined activities which encourage equal access to and participation in Canadian society while respecting cultural distinctiveness. Governments provide core funding, training funding, capital funding and community interaction and special projects.

Support: The Negro Community Centre of Montreal (NCC) has been in operation for 58 years and provides day care, pre-school, sports, sewing classes, counselling, field trips, library facilities, dance, theatre, legal aid, a job bank and senior citizen programs. There is also the added dimension of psychological support. The NCC provides an environment where support from the many frustrations encountered by minorities can be obtained.

Skills: The Committee was also made aware of several initiatives involving the strengthening of individual and group skills: life skills training, leadership and organizational development, volunteer development skills, board member development and others. These ranged from organizational development for regional leaders of the Canadian Council of Muslim Communities to a four-phase leadership training process for approximately 250 francophone organizations in Ontario, by the provincial government.

Pride: Government and other funding agencies must also recognize the necessity of multi-ethnic integration into more broadly based community organizations. Specific settlement and service organizations may be created to meet a particular need, but it is a source of considerable pride for all Canadians to see community organizations respond to an issue or an emergency unrelated to their ongoing program, like support for the boat people, the victims of the Italian earthquake and the support of ethnic minorities for the Manitoba Language accord. In the case of South East Asian refugees, neighbourhoods, church organizations, groups of friends, students, associates at work, agencies, the media, governments and many others assisted.

Neighbourhood House: One successful model of a centre which is trying to work in the area of social integration is the South Vancouver Neighbourhood House. Although the agency continues to provide basic settlement assistance and multilingual aid in these areas, it identifies itself as a true "neighbourhood" service by having the staff reflect the multicultural nature of the community and employing a staff person to work specifically on visible minority concerns.

> "For instance, a typical day at the Neighbourhood House you will see Vietnamese, Chinese, and East Indian people at the English classes, and you will see the children of the students participating in the mums and tots programs that we have. We will have a lunch at noon time where we have East Indians volunteering their time to run that program. In the afternoon we might have a preteen club in which several of the people participating are from the visible minorities. So at any one time you come into the Neighbourhood House... there is no requirement for participation. You do not even have to be a member of the neighbourhood house, you can walk in that door and you can participate in whatever is happening. It is non-discriminatory." (South Vancouver Neighbourhood House)

Strong: These examples illustrate the kind of community we might become and the potential that exists for action when there is a shared perception in a country to a problem or a challenge. The assistance and leadership of strong, well run community organizations is of particular value during these critical periods.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should increase and extend funding for both ethnic and racial group organizations and broadly based community organizations.

CONTINUE TO FUND RACE RELATIONS AND INTER-CULTURAL TRAINING AND PUBLIC EDUCATION PROGRAMS

RECOMMENDATION

4

Interact: The Committee received a large number of briefs dealing with the need for improved intercultural understanding and communication. Training is important if visible minorities are to interact successfully with institutions. There is also an urgent need to sensitize the majority community to the presence of ethnocultural minorities.

Cultures: There is a need for effective training programs for both the entering and receiving cultures. Employing staff who are able to function and communicate within and across two cultures is one approach that can be used.

Need: Training programs are needed for both the staff of institutions and for the minorities employed by or interacting with those institutions. The training programs should be part of a general institution or community action plan to eradicate racism. The Edmonton Chinese Community suggested recent arrivals need to know the way business is conducted and the way one approaches people and organizations. The way one acts and reacts is based on one's culture. Little resource material exists which helps newcomers understand Canadian values and traditions.

Identified: What must be emphasized is the need for training to be specifically designed for the particular target group in question. The specific informational needs, professional skills and attitude development must first of all be identified before a suitable training vehicle can be designed. (A. Ijaz, Scarborough Board of Education)

Techniques: The Committee realizes that effective, well designed training programs play a very important role in the development of a more harmonious society, but they should not be the sole strategy. Special techniques will need to be developed by educational institutions and through community efforts. Training will have to include all levels of management and approaches for dealing with racial conflicts will have to continue to be developed. The police, nurses, doctors, social workers, librarians, counsellors, church groups, government staff, volunteers, community workers, immigration employees and others must be involved in race relations training.

Training: A positive model which was brought to the attention of the Committee is the Training Trainers in Intercultural Communication Program, being piloted by the Ontario government. It is now offering a provincial program where education and social service organizations free a staff member for a 10-day training program. The staff member trainee, once his own skills have been enhanced, develops effective strategies for sensitization programs in his workplace and assumes the role of staff trainer. Evaluation of results and impact on the institution also takes place.

Access: A very real need exists for providers of services to have access to sources of information and support concerning the various cultural backgrounds of their clientele.

RECOMMENDATION:

All governments should continue to fund and support race relations and intercultural training and public education programs which are well researched and evaluated, fit the particular community they are designed for, have a long term community development component and are systematically linked to existing programs.

RECOMMENDATION

5

ESTABLISH COMPUTER RETRIEVAL SYSTEMS

Scattered: It appears that libraries and resource centres all over Canada contain materials which assist individuals and groups to confront racism and discrimination. These have been evaluated and appear effective in ameliorating tensions, yet little is reaching the public. It appears further that similar information and material exists in different centres in the country, but efforts to co-ordinate them have not been successful, thus depriving many of what they need to know. As one witness put it: "We frequently come across programs, publications, speakers, courses and activities related to race relations that are not widely publicized and that we only stumble over by chance."

Computer retrieval systems could be centered in libraries, universities or regional offices of the proposed Ministry of Multiculturalism.

Systematic: The Committee received a number of briefs concerning the need to be more systematic in the development and distribution of resource materials. Many impressive and thorough projects have produced a multitude of materials ranging from pamphlets to instructional films.

British Columbia's West Coast Reader and the Ontario government's Newcomer's Guide to Services are but two examples of materials that provide information about available services, the latter in as many as 23 different languages.

Toronto: The Cross Cultural Communications Centre in Toronto is a community-based education and resource centre which has developed innovative resource and education units, such as Making Changes: Employment Orientation For

Immigrant Women, or professional development for race relations representatives of the Toronto Board of Education.

Myths and Facts: The Community Relations Commission in Great Britain produced a flyer which deals with myths and facts about immigration and race relations.

Australia: Qantas Airlines worked in close co-operation with government and communities to develop a comprehensive kit on the diversity of Australia's population.

Efficient: The question arises whether overlap occurs in the production and development of resources, and whether sharing of successful materials and models could not be expedited more efficiently than through catalogues on shelves and by word of mouth.

In Touch: The British Columbia Civil Liberties Association suggested that the government support the creation of a publication which would keep local race relations groups across Canada in touch with one another's activities, problems and successes. The Multicuturalism Directorate currently publishes Cultures in Canada for that purpose. The mailing list should be expanded.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should establish regional computer-based retrieval systems to act as clearing houses of information, experience and advice.

ASSIST VISIBLE MINORITY AND IMMIGRANT WOMEN

RECOMMENDATION 6

Problems: Few briefs to the Committee dealt with the special needs and concerns of visible minority women and their specific problems of social integration. Frequently, visible minority women are isolated in their homes by the restraints of culture. Because of language and skill deficiencies and discrimination, they may find themselves in exploitative work situations.

Encouraged: The Committee is aware of the recommendations of the Immigrant Women in Canada Conference, sponsored by the Multiculturalism Directorate in 1981. The government departments concerned should begin immediately to alleviate the problems addressed by those recommendations. Visible minority women have not been actively encouraged to participate in the planning of community services, nor are they participating in major women's organizations.

Ottawa: One outstanding model involving immigrant women is Ottawa's Multicultural Women's Centre. The model is being replicated in Vancouver, Oakville, Montreal and Halifax. The centre is a project of the Ottawa-Carleton Immigrant Services Organization (OCISO). The project helps newcomers, immigrants and refugees to adjust. In 1981, with government funding, a Women's Outreach program was established to promote social and economic opportunities for immigrant women, with one focus being the establishment of a co-operative enterprise. In 1982, three groups of immigrant women expressed an interest in developing the project and opened the Centre with assistance from the City of Ottawa.

Services: The Centre maintains its relationships with OCISO, expects to be self-sufficient in the near future and offers services such as:

- The Multicultural Women's Market, which produces and sells crafts from their cultures;
- Many Hands Catering Service, which caters international food for groups of 10-500;
- Esperia Seamstresses, which offers exclusive dressmaking and alteration services.

RECOMMENDATION:

Governments should continue to fund community efforts which assist visible minority and immigrant women to become self-sufficient participants in the economic and social life of the community.

RECOMMENDATION

7

SUPPORT MAJORITY YOUTH ORGANIZATIONS

Lifetime: It is unfortunate, but even among the young there are feelings of dislike and hatred toward others who are viewed as different. These feelings occur on the part of those from majority cultures toward those who represent the minority. Misunderstanding or lack of understanding can lead to such attitudes and they may potentially last a lifetime.

Similar: The Committee believes that majority youth organizations (Boy Scouts, Y.M.C.A., Y.W.C.A., etc.) should be encouraged to interact with all youth groups. Opportunities should be provided for sharing experiences and hopes for the future. Activities and interests are generally similar for that age group and cross-cultural contact to achieve goals such as participation in sport or community literacy programs can integrate minority youth and change the attitudes of majority youth.

Montreal: The Sun Youth Program in Montreal is a multiethnic, multiracial program which provides meaningful activities for youth. The youth are trained and given responsibilities in fire and crime prevention. Government programs such as Open House Canada and Katimavik should be alerted to the need to have project participants representative of the community they share.

Problems Compounded: It is frequently the case that many of the problems characteristic of all teenagers are compounded when they are a visible minority immigrant youth. It would be most helpful if they could take their problem, in confidence, to someone who is familiar with their culture. Dr. Anthony Alcindor, president of l'Association des médecins haïtiens à l'étranger, has proposed a program called SOS Adolescents. Teenagers are able to phone any time between 6:00

p.m. and 10:00 p.m. and find a sympathetic ear. Those sympathetic ears belong to a "full representation of the community and include educators, professors, doctors, psychologists, nurses, taxi drivers... indeed, anyone who has any life experience and who might possibly contribute to the education and information of teenagers in every aspect." The purpose of the program is not only to correct behaviour, but to prevent problems. Through the anonymity of the telephone, the teenagers can say what they wish to a person with experience. Such organizations provide a necessary service to visible minority youth and should be supported.

Successful youth integration projects and their developmental process should be documented and shared nationally through a government computer retrieval system.

RECOMMENDATION:

The Federal Government should fund majority youth organizations which are prepared to modify their programs in ways that increase the participation of minority youth.

RECOMMENDATION

8

SUPPORT MULTICULTURAL, MULTIRACIAL SHARING EVENTS

Respond: "But after they become settled in Canada, and oftentimes after they become citizens, I feel there is a phase missing. It is what I like to think of as maybe the second phase of becoming a participant in the Canadian society; that is, once they have dealt with all those issues or problems that are inevitable when you are a new immigrant, and they have found employment and taken advantage of the educational system, to feel really and truly a part of the whole Canadian fabric. And another phase I think they go through is one of participating in community kinds of activities and community programs. I feel that there are very, very few agencies or organizations that offer this kind of opportunity, who are prepared to respond to this need and prepared to involve and integrate visible minorities in the kinds of activities they have in their agency." (South Vancouver Neighbourhood House)

Community: Stronger public participation methods and outreach efforts have to be developed by community-based organizations and governments. Good citizenship demands participation and sharing of community responsibilities and requires a conscious decision to fulfil one's obligations. It is incumbent on all Canadians to promote a sense of belonging and community for all minorities and foster active participation in the social, cultural and political life of the country. By creating stronger links between community groups and existing institutions, voluntary groups and agencies and by encouraging participation in the work of service clubs, United Way agencies, the Red Cross blood donor clinics, political parties, energy and environmental groups and many others, individuals and communities will achieve greater trust and knowledge of each other and learn to further appreciate the uniqueness of our country. "We realize that the visible minorities have at least as much responsibility as the rest of the population in promoting a harmonious multiracial society in this country." (Canadian Federation of Vietnamese Associations)

Barriers: A national organization, the World Conference on Religion for Peace, works in several centres in Canada to promote education on human rights, environmental issues, peace and disarmament. It works actively to break down barriers of prejudice. They bring Canadians of all faiths together to discuss issues of concern to all. Participants include Sikhs, Hindus, Christians, Zoroastrians, Muslims, Jains, Buddhists, Native Spiritual Voices, etc.

Enjoyment: The Committee is well aware and has had brought to its attention many other facets of involvement by typical Canadians. Ideas and examples of sharing participation in community life include:

- Families meeting Families, sponsored by the United Church of Canada and Islam West Toronto, which brings Muslim and Christian families together to discuss common problems;
- International Dialogue, Vancouver, which helps professionals to understand Canadian ways better;
- Sharing Through Poetry, Sharing Through Music, University of Toronto, which explores the commonalities in the poetry and music of people who share the experience of immigration to Canada. One program included at least 14 areas of the World.

Dreams: Sharing events and endeavours should ideally be a true reflection of a community's interests, hopes, values and dreams, and as with other programs, the policies and programs of government and other institutions will acheive success only if they reflect and continue to adapt to that reality.

"**Our goal**, which we hope you share, is to be accepted as typical Canadians, not as exotic hybrids with a sense of rhythm or a flair for mathematics. In effect, we are asking for an activist commitment to the idea of multiculturalism." (Chinese Canadian National Council)

RECOMMENDATION:

All governments should continue their support of multicultural, multiracial sharing events and publicize the process by which voluntary organizations have increased participation of visible minorities.

PROVIDE VISIBLE MINORITIES WITH KNOWLEDGE OF THE ELECTORAL PROCESS

RECOMMENDATION

9

Unfamiliar: Many visible minorities do not participate in the political process in Canada. Some are simply unfamiliar with party platforms and voting procedures; others have had negative experiences with the political process in their country of origin and may be reluctant to participate in Canada.

Improvements: The Committee heard several witnesses suggest improvements for the participation of visible minorities in the electoral process. All governments and chief electoral officers need to improve the presentation of information on voter qualifications, registration procedures, voting procedures, the location of polling stations and other matters. Chief electoral officers should be disseminating more information about the electoral process to visible minorities. Multilingual information pamphlets on political parties and platforms from Australia and Sweden were brought to the attention of the Committee. A similar approach could be used to provide information on the electoral process to visible minorities who are new Canadians. The ethnic press could also play an important role by providing information and encouraging people to vote.

RECOMMENDATION:

All chief electoral officers and governments should provide more information on the electoral process.

ENCOURAGE MORE PARTICIPATION IN POLITICAL PARTIES

RECOMMENDATION

10

Greater Involvement: "We do not feel that enough efforts are being made to encourage the involvement of Black people so that they can be upwardly mobile in all areas of politics - municipal, provincial or federal". (Jamaican Canadian Association)

The Committee accepts the validity of this position. At the same time, many Members have significant numbers of visible minorities in their constituencies and each has tried to encourage their participation in the political process with some success. The problem is one that could be easily solved. On the one hand, there are visible minorities who want to participate and on the other, political parties wanting them to participate.

Reasons cited for low levels of participation included the high financial costs of participation and exclusion by cliques within party organization. There is also the probably incorrect perception that most candidates are selected because of their prominence in some other field of endeavour. When prominent personalities are actively sought as candidates, it receives considerable publicity. In fact, the majority of candidates for all parties have been working in constituencies or communities for many years.

Municipal Level: The municipal level of politics is in many ways the most accessible. Many federal and provincial politicians started in municipal politics. Costs are lower and travel is greatly reduced. Both campaigning and serving can be done on a part-time basis.

The Canadian Political Science Association, in cooperation with the House of Commons, supports an internship program which provides bright young Canadians with an opportunity to learn, first hand, about various aspects of the political process in the House of Commons. Ten students spend 10 months in Ottawa working as research assistants to Members of Parliament on both sides of the House. Similar programs exist in British Columbia, Alberta, Quebec and Ontario. The model should be applied at the municipal level and visible minorities should be encouraged to participate through an outreach program.

Mayors: It has been brought to the attention of the Committee that visible minorities have been successful candidates for Mayors in Selkirk, Manitoba; Owen Sound, Ontario; Sudbury, Ontario and Flin Flon, Manitoba. The reasons for their success could be featured in the ethnic press as a means of encouraging greater participation by others.

Ethnic Groups Commission: Another initiative brought to the attention of the Committee was the Ethnic Groups Commission established by a political party in Quebec. It was set up as a mechanism to accommodate the participation of ethnic groups in the political process. The Commission assured participation in the decision-making councils of the party, facilitated the acquisition of wide experience and increased the likelihood of ethnic candidates being put forward for elections. The Commission increased a sense of belonging to the party among ethnic groups.

The Committee considers the increased participation of visible minorities in the political life of our country as a matter of pressing necessity which requires a greater effort on the part of political parties and visible minorities.

RECOMMENDATION:

Political parties should increase the participation of visible minorities by developing more effective outreach programs.

SHARE MODELS OF RACE RELATIONS COMMITTEES

RECOMMENDATION

11

Harmonious race relations cannot be achieved by a small number of voluntary organizations or a single institution such as a school. Racism is likely to pervade many institutions in a community. There is a much greater likelihood of successful reduction of racism if the problem is attacked directly by many institutions within a community.

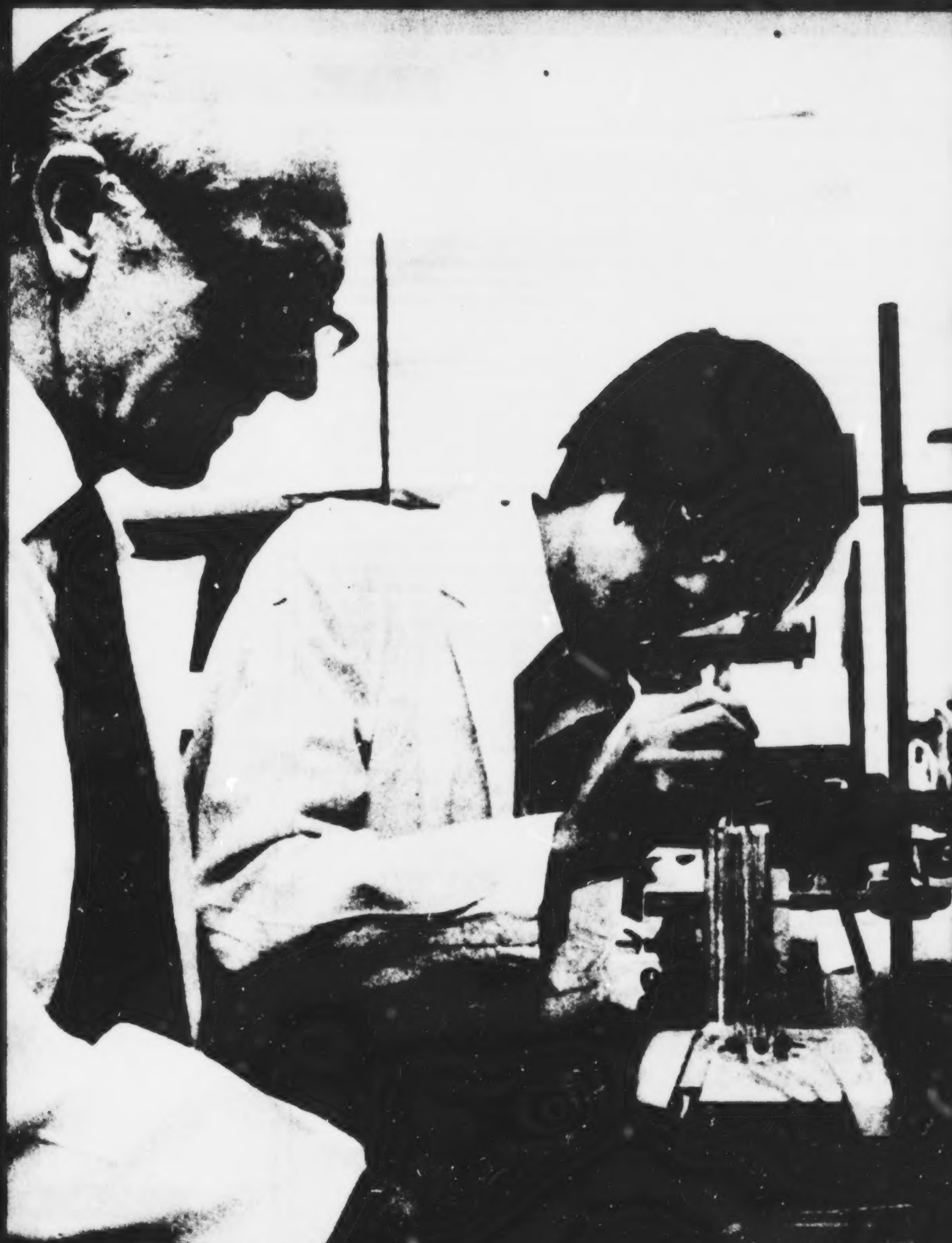
A model which has had some success and the potential for more is the City Council supported race relations committee. Committees in Winnipeg, Ottawa, North York, Vancouver and Toronto were brought to the attention of the Committee. The effort and support of mayors, aldermen and other city officials have helped to address community concerns and alleviate community stress. The frequency of racial incidents often precipitated the formation of such committees. Membership on the committees comes from all sections of the community, including city council, the school board, local business and the police.

Need: The areas addressed vary in different cities, but many include work in police and community relations, addressing the need for more recreational facilities, skills training for youth, utilizing government summer employment grants and researching city government and other incidents of systemic discrimination.

Sharing: The Committee commends the efforts of city race relations committees and urges the Canadian Federation of Municipalities to initiate sharing the existing successful models.

RECOMMENDATION:

The Canadian Federation of Municipalities should initiate a sharing of the models of broadly representative race relations committees.



CHAPTER TWO

EMPLOYMENT

ANGELA KAN, VANCOUVER

“Without English language skills, our immigrants can get caught in a situation of low paying employment which can last for the rest of their lives.”

“The most difficult employment probmen for many Chinese immigrants arriving in Vancouver is the lack of English language skills. This makes their task of getting a decent job almost impossible. What happens for some individuals is that they must immediately take low paying manual labour employment, which leaves them no time, money or energy for language classes. They are caught in a blind alley of little money and no skills which can last for the rest of their lives. This is the worst possible thing that can happen, and in the Chinese community we are committed to preventing it from happening.

“Many of the problems that immigrants encounter when they first come to Canada stem from the lack of good employment.”

We have identified language training as the key factor in preparing our Chinese immigrants for employment—for decent jobs with decent pay. And employment, in turn, is the key factor in enabling them to participate in Canadian society and to make a contribution to the community. Many of the other kinds of troubles that immigrants encouter—family tension, medical ailments, psychological breakdown, criminal behaviour—these stem from the lack of good employment.

I am the executive director of the United Chinese Community Enrichment Services Society—SUCCESS for short. The role of our organization is to help newly arrived persons to overcome the language and employment barriers as quickly as possible. To bring this about, we offer a wide range of informational, counselling, and teaching services to Chinese immigrants in the lower British Columbia area. These services relate to every kind of problem which immigrants face in their first several years in Canada, such as housing, education, medical assistance, financial planning, and many others. In 1983 we answered over 14,000 inquiries. But, by far, the most important services are those related to language and employment. Last year we provided assistance to over 3,000 individuals in employment and unemployment matters.

"We are trying to do everything possible to familiarize immigrants with the local employment conditions, so that they can have both a knowledgeable and realistic attitude toward job hunting."

We presently operate two language work-related classes, one in our own centre, and another in one a garment factory where many Chinese work. These classes are directed to employment situations for garment workers, and also for waiters and waitresses. In addition, we have a twice weekly language show on Vancouver radio, in which time is devoted to information on employment. We also have employment workshops, in which we have employers, managers and union leaders as guest speakers. We are trying to do everything possible to familiarize immigrants with the local employment conditions, so that they can have both a knowledgeable and realistic attitude toward job hunting.

The Vancouver Vocational Institute also offers vocational training to immigrants, and many of our Chinese people have taken these courses. Unfortunately, I think there are several deficiencies. First of all, the waiting lists for enrollment are very long. Secondly, the applicants must have the equivalent of a grad 10 or 11 competency in English, which immediately eliminates many Chinese immigrants who have aptitude, but lack the language skills.

These individuals, who are frequently from rural villages encounter the most difficulties in adjusting to Canadian life. Because they are from the mainland, they usually arrive here with little or no money. In many cases, they are required to repay the money put up for them by their Canadian sponsor. This in itself can be an obstacle which might take a year or two to overcome, even if they are able to secure some kind of job soon after their arrival.

"To be thrust into a language class, for six hours a day, is beyond their ability to concentrate, with so many other things on their minds."

Then there is the long process of adjusting not only to life in a strange city, but also to work which requires totally different skills from the agricultural ones they knew in China. Their agricultural background prevented many Chinese from being exposed to much formal learning. To be thrust immediately into a language class, for six hours a day, is beyond their ability to concentrate, with so many other things on their minds. In the best of cases, the adjustment to Canada and being able to use the language is a long painful process. For many individuals, it is too great a jump.

Many of the language classes for immigrants also ignore the great differences in education which exist among their students. Our Chinese immigrants come from mainland China, from Hong Kong, Indochina, and other places around the world. In the same class you might have a lawyer or doctor, on the one hand, and a rice farmer who has never been to school, on the other. This does not satisfy the needs of either kind of student. For the well-educated, it is too slow. For the person with little formal education, it is too fast. We need to have two different kinds of language classes, in recognition of the great differences in formal education and the ability to learn.

I have not yet touched on the obstacles to employment which come from discrimination. In Vancouver this is a subtle matter because the Chinese are not singled out for any kind of racial trouble. As a group we have been established for a long time, at least 125 years. In that time I think we have gained considerable respectability among the white Canadian population. Many of our people are professionals—doctors, lawyers, and accountants. There is a great deal of prosperity within our community, and I think that white Canadians respect the intelligence and hard work which have produced this prosperity.

"It is so easy to reject or avoid someone without it being illegal—especially when the job-seeker lacks language skills and confidence."

But individual Chinese immigrants are probably denied employment opportunities, for no other reason than they are outsiders. It is so easy to reject or avoid someone without it being illegal—especially when the job-seeker lacks language skills and confidence. Our attitude is that opportunity comes mainly from understanding how the system works, and for that kind of understanding one must have a good facility with the English language. The same would hold true for the French language if the immigrant is settling in Quebec.

EMPLOYMENT

Visible minorities typically encounter more difficulties in being accepted in a variety of social situations than do their white counterparts. But those difficulties, however unfortunate, pale in significance if a person is unemployed. Finding work, preferably in keeping with a person's qualifications, is probably the most important issue brought before the Committee.

The Committee recognizes that not all visible minority groups are unemployed to the same extent. It may be, for example, that Chinese Canadians or Canadians with origins in India are not disproportionately unemployed when compared with other groups but they may be disproportionately under-employed in sectors of the Canadian economy where they would like to be employed. On the other hand, aboriginal people or West Indian Canadians may be disproportionately unemployed. It is important for governments to document and respond to the needs of the specific target groups.

The Committee sought submissions which would document the efforts that have been made to improve employment opportunities for visible minorities. Briefs and presentations brought to the attention of the Committee such employer initiatives as the examination of company employment practices, Native awareness workshops, pre-employment training programs and cultural accommodation. While the Committee is encouraged by these reported activities, much remains to be accomplished. From March 1, 1978 to May 31, 1983, 50.8 per cent of the complaints accepted by the Canadian Human Rights Commission citing race or colour were related to the refusal to employ or to continue to employ an individual. A further 18.7 per cent of the total race/colour complaints referred to discriminatory policies or practices by employers or employee organizations.

This chapter examines evidence of systemic discrimination and suggests approaches to increasing the employment of visible minorities in the private sector paying special attention to affirmative action, visible minority youth, the Federal Business Development Bank, and the use of contract compliance and subcontracting. This section also looks at evaluation of credentials, the plight of immigrant farm-workers, discriminating employment agencies and the importance of cross-cultural trade and communication centres in business schools.

RECOMMENDATION

12

IMPLEMENT A FIVE YEAR STRATEGY FOR HIRING VISIBLE MINORITIES, BASED UPON AFFIRMATIVE ACTION

Discriminatory: Visible minorities encounter a variety of systemic discriminatory practices in the workplace. Minority workers are denied access to employment by such recruitment and selection procedures as word-of-mouth recruiting, "Canadian experience" criteria and culturally biased testing procedures and interviews. Barriers also exist for advancement and promotion through relegation of the minority persons to low status and low income positions, through seniority policies, and through limited exposure to new job openings.

Two Groups: Research reported by Professor Reitz of the University of Toronto concludes that at least two groups of individuals, West Indian Blacks and South Asians, have lower incomes and experience more unemployment than other persons, only a small part of which can be attributed to differences in job qualifications.

More Rapidly: A study of Master of Business Administration graduates of Ontario universities published in 1983 by the Ontario Human Rights Commission indicates that Anglo-Saxon candidates were hired more often, received greater income and advanced more rapidly than visible minority candidates, despite the fact that visible minority candidates submitted more applications, attended more interviews and held similar qualifications.

Affirmative Action: The term "affirmative action" is used to describe a comprehensive program adopted by employers to eliminate institutional barriers which have excluded or resulted in the unequal treatment of visible minorities and other disadvantaged groups.

Measurable: Affirmative action programs are results-oriented and seek measurable improvements in the work opportunities of qualified visible minorities at the levels of both job entry and advancement.

Voluntary affirmative action programs involve the setting of goals and timetables for the emloyment of visible minorities and other target groups in those job categories where these individuals have been under-utilized. While it is not obligatory to meet the numerical goals, good faith efforts to hire minorities must be demonstrated.

Mandatory affirmative action programs are distinguished from voluntary programs by the system of imposed targets. An employer is obligated to employ a fixed number or percentage of visible minority workers.

Affirmative action programs are not designed to exclude non-target group members from employment. Employers are not required to fire employees or to hire the unqualified.

In light of past exclusionary practices, remedial measures to equalize employment opportunities hardly amount to preferential treatment. On the other hand, the presence of systemic discrimination in the workplace does give preference to non-visible minorities.

Crucial to the implementation of affirmative action programs is the availability of a labour profile on the targeted groups. No adequate data base currently exists for visible minorities.

A labour profile should be constructed which would provide statistics on the labour force, labour force participation rates, employment, unemployment and occupational distribution, so that it is possible to determine the numbers currently employed, the availability of individuals with requisite skills and problems with employer policies and practices.

Good Examples: A number of Canadian organizations have voluntarily adopted affirmative action programs featuring the following types of strategies - work force analysis, examination of employment policies and practices, and pre-employment training courses. The following are examples of programs established by organizations to increase employment opportunities for aboriginal persons:

- Eldor Mines at Rabbit Lake, Saskatchewan, has instituted a commuter system whereby employees work an eleven-hour day for seven days and then have seven days off - a policy which accommodates the needs of aboriginal employees to spend more concentrated time with their families and communities and to continue their traditional lifestyle.
- The Co-operators Insurance Company placed one employee at the Native Employment Centre for one year. The employee is currently on staff at the Co-operators as the Equal Opportunity Co-ordinator.
- Saskatchewan Power Corporation supports the Headstart Employment Corporation where unemployed aboriginal persons are trained in industry-related skills. Headstart has arranged contract work with Saskatchewan Power for the summer months. After freezing weather sets in, trainees are enrolled in various provincial and community colleges. Following the two year program, graduates may work for Saskatchewan Power or for other corporations.
- Nova, an Alberta Corporation has a Pipeline Construction Training Program designed to provide aboriginal persons with on-the-job training. Experienced non-aboriginal contractors are engaged to train aboriginal persons during the construction of an actual pipeline.
- The National Union of Provincial Government Employees (NUPGE) is conducting a study with the United Native Nations to examine ways and means of increasing employment of Native Indians.

Other Efforts for Visible Minorities:

- NUPGE suggested that it is possible to negotiate a number of initiatives with unions to increase the participation of visible minorities. They suggested negotiating a five year change of seniority rules, protection of visible minorities against lay-offs, lay-offs from each group in proportion to their numbers, and encouragement of affirmative action where employment is expanding.
- Canadian National Railway is working with the Human Rights Commission to prepare tests for positions in their company which are related directly to job requirements.

- The Royal Bank of Canada has developed and implemented an awareness program for managers and supervisors and has in place a complaint system which has been successful. The system provides for an ombudsman, confidentiality, and a formal appeal procedure.
- The Ontario Federation of Labour has produced a television clip with the message "Racism Hurts Everybody". They have also prepared eight short educational brochures on such topics as "Racism in Hard Economic Times", "Fighting Racial Harassment", "Minority Workers in Unions", "How Racism Works", "Racism and the Collective Agreement", "Race Relations/Human Rights Committees", "We Built This Country" and "Resources for Educational Meeting about Racism".

Not Enough: Despite these examples, the voluntary approach to affirmative action has not led to its widespread adoption by Canadian companies and organizations in the private sector. The Affirmative Action Branch of the Canada Employment and Immigration Commission has encouraged and assisted the private sector to develop programs targeted at women, the disabled, aboriginal people and Blacks in Nova Scotia on a voluntary basis. From 1979 to 1983, 1130 firms were approached, but as of November 1983, only 49 companies throughout the country had signed agreements to establish formal affirmative action programs.

The Affirmative Action Branch must be strengthened if it is to have a significant impact on the voluntary development of affirmative action programs by private sector employers. Its mandate, which now includes women, aboriginal people and disabled persons, should also include visible minorities.

The Committee views these initiatives, although worthwhile, as insufficient progress and therefore calls for the measures outlined below.

RECOMMENDATION:

The Federal Government should promote the hiring of visible minorities in the private sector by implementing the following five year strategy:

Over an immediate five year period, make available subsidies and tax incentive programs for the hiring and training of visible minority persons and for the promotion of the voluntary adoption of affirmative action.

During the course of this same five year period, develop an adequate data base which will provide a labour profile on visible minority groups and assist in the implementation of affirmative action programs. The experience with affirmative action programs in Canada and elsewhere should also be studied.

At the end of five years, review the incentives programs and the success of voluntary affirmative action. Mandatory affirmative action should be introduced at this time if insufficient progress is detected under the voluntary programs.

RECOMMENDATION

13

REQUIRE ALL GOVERNMENT YOUTH EMPLOYMENT PROGRAMS TO REFLECT THE SEVERITY OF THE VISIBLE MINORITY YOUTH SITUATION

Three Times More: Youth unemployment rates over the last twenty years in Canada have been at least two to three times higher than those of adult workers. The situation for visible minority youth is even more severe.

87% Unemployed: A 1978 Canada Employment and Immigration Commission study of youth unemployment in Regent Park, Toronto, found a 57 per cent unemployment rate for nonvisible minority youth 15-24 years of age. Among visible minority youth of the same age grouping, the figure was 87 per cent. No evidence was found or brought before the Committee to suggest that the situation has changed or that the situation would be significantly different elsewhere. Social, cultural and economic factors contribute to inadequate skills and educational qualifications.

Specific Assistance: The Committee urges Employment and Immigration Canada to adjust its youth programs so that visible minority youth receive attention and assistance that is commensurate with the severity of their situation. There should be employment programs specifically targeted for them offering employment counselling, on-the-job training, co-operative education and opportunities to explore careers through work. Local initiatives should be encouraged. Counsellors at Canada Employment Centres should be trained to work with minority youth, particularly in metropolitan areas.

RECOMMENDATION:

All governments should redirect the resources and emphasis of youth programs so that visible minorities receive attention and assistance commensurate with the severity of their unemployment situation throughout Canada.

RECOMMENDATION

14

REQUIRE FEDERAL CONTRACTORS AND SUB-CONTRACTORS TO IMPLEMENT AFFIRMATIVE ACTION FOR VISIBLE MINORITIES

Very Direct: The inclusion of affirmative action as a condition in federal government contracts was advocated in evidence before the Committee as a very direct and effective method of achieving equality in employment for visible minorities. This view was expressed by the Public Service Alliance of Canada, the Urban Alliance on Race Relations, the Canadian Civil Liberties Association and others.

Leverage: Contract compliance legislation would require companies doing business with the government to undertake affirmative action programs. Failure to comply with such provisions would result in cancellation of the contract and exclusion from any future negotiations. The leverage therefore exists with which to improve minority group opportunities.

$5 Billion: In 1982-83, the federal Department of Supply and Services signed 333,928 contracts with the private sector worth a total of $5 billion. This represents a significant sum which would have a considerable impact on improving visible minority employment opportunities.

Some Conditions: Canada does not have any contract compliance legislation at this time. Some conditions are imposed on the resource sector through the federal Canada Oil and Gas Lands Administration (COGLA) and through surface lease agreements, in particular in the province of Saskatchewan.

Special Plans: Programs such as the Industrial and Regional Development Program (IRDP) of the federal government should require that special affirmative action plans be developed, as currently required by COGLA.

50% Northerners: In 1978, the Saskatchewan government set a target for AMOK Ltd. to employ 50 percent Northerners as a condition of the surface lease permitting the company to mine at Cluff Lake. Aboriginal people account for 70 per cent of the northern residents, and so far aboriginal participation in AMOK has averaged approximately 50 per cent.

Other examples of contract compliance include the James Bay project in Quebec for the hiring and training of aboriginal persons in the skilled trades. As well, the Committee heard from the Manitoba Department of Highways and Transportation about a program it has recently implemented. Contracts carry a local preference clause and require reports on the number of aboriginal persons and other target group members who have been hired.

American Experience: In the United States, the legislation for contract compliance exists under Executive Order 11246, which requires that federal contractors and federally-assisted construction contractors implement affirmative action programs. This applies to contractors with 50 or more employees and a contract valued at $50,000 or more. The program must set significant, measurable and attainable goals for the hiring, training and promotion of minorities and women. The numerical goals and timetables are directed towards increasing the utilization of target group members at all levels and in all segments of the company's work force where deficiencies exist. The affirmative action plan must include a statistical analysis of the composition of the work force, estimates on the availability of minority and female workers having requisite skills, a utilization analysis and an evaluation of the company's employment practices. Violation of the contract's equal opportunity clause may result in the cancellation or termination of the contract, or disbarment from seeking future federal contracts.

Significant: Expansion of employment opportunities for minority groups is reported as a result of contract compliance in the United States. The United States Department of Labor released in 1983 results of a study of 77,000 factories, offices and work sites representing a total in excess of 20 million employees:

> 20% Growth: The findings showed that between 1974 and 1980, minority employment grew at a rate of 20 per cent among those companies holding federal contracts compared with only 12 per cent for businesses not bound by contract compliance.
>
> Upward Mobility: Minority workers also posted significantly greater upward mobility where affirmative action was enforced. Large numbers of Blacks and Hispanic people moved from service and low-skilled blue collar work to skilled production, craft and white collar jobs.

RECOMMENDATION:

The Federal Government should introduce contract compliance legislation requiring contractors and sub-contractors with Federal Government departments, agencies and Crown corporations to implement affirmative action programs for visible minorities. All other governments are urged to do the same.

RECOMMENDATION

15

DEVELOP AN OUTREACH PROGRAM FOR VISIBLE MINORITY BUSINESSES

Decisive Factor: Organizations and individuals appearing before the Committee stressed the importance of supporting minority business development. Such enterprises enable visible minority individuals to control their economic futures, as well as to be valuable contributors to the general economy. Attention was drawn to the fact that business success for earlier immigrants from Europe was decisive in their achieving upward occupational mobility and in avoiding discrimination.

Difficulties: Minority-owned businesses experience difficulties that range from securing financing to establishing, maintaining, and expanding sales markets.

Scrutinized: A 1982 study by Darla Rhyne, York University, of visible minority businesses in Metropolitan Toronto indicated that visible minority business owners found difficulty in obtaining capital. In comparison to the other businesses surveyed, the visible minority respondents perceived that their applications were scrutinized more closely and that they were required to provide more collateral. Some suspected a smaller amount of financing was forthcoming and higher rates of interest were charged.

Little Information: The study also indicated that visible minority business people were not familiar with the use of government programs and services for small and medium size businesses. The majority of respondents in the survey had not used government assistance, and there is some suggestion that information is not reaching certain visible minority business sectors.

Specific Focus: The Committee urges the Federal Business Development Bank to assist visible minority businesses. FBDB, a Crown corporation, provides financial and management services in particular to small firms, but does not have any policies directed to any specific group. The Bank will try to fill community requests when approached. The Committee exhorts the FBDB to develop an active outreach program for visible minority businesses to ensure that this particular community is served by the Bank's financial, management anb counselling programs. Programs and services should be examined to ensure that they are accessible, and there should be officers trained to work with minority entrepreneurs.

U.S. Model: In developing its outreach program, the FBDB should look at the Office of Minority Small Business and Capital Ownership Development in the United States. While minority groups in the United States are eligible for all small business programs, additional ones are specifically targeted to increasing the number of minority small businesses and improving their chances for success. Under one section of the Small Business Act, the Small Business Administration Agency is authorized to enter into contracts with federal departments and agencies for federal goods and service purchases. The Agency is then permitted to subcontract this federal work to small firms owned by minority persons.

Community Based: Governments should show greater receptivity to community-based economic development initiatives. This concept focuses on community controlled profit-making businesses which use their profits to finance community social services. An umbrella group referred to as a "community development corporation" provides the organizational framework and functions as a non-profit holding company. This community concept is particularly useful for the development of disadvantaged areas by assisting in job creation and by providing social and cultural services. It has been tried with some success across the country.

New Dawn Enterprises in Sydney, Nova Scotia is an example of a community development corporation.

Co-operative Action: There is a history of co-operative action by minority groups to establish institutions within their communities for the provision of social services and economic and employment assistance.

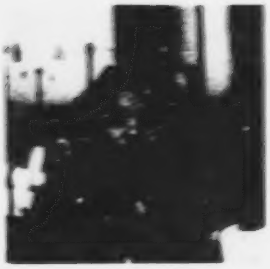
The Committee wishes to emphasize that criteria for assistance to visible minority businesses should be established. Annual sales, number of employees, and the nature of the industry are factors that need to be considered when decisions are being made for assistance. It is also the case that the government and the business enterprise should agree upon a fixed term which specifies a maximum period of support.

RECOMMENDATION:

The Federal Business Development Bank should develop an Outreach Program to ensure that visible minority businesses are served by its financial, management and counselling programs.

RECOMMENDATION

16



REQUIRE THAT VISIBLE MINORITIES BE CONSIDERED BY FEDERAL CONTRACTORS FOR SUBCONTRACTING

Immediate Assistance: The Committee recognizes that success in business is frequently the result of being known as a supplier of goods and services in the marketplace. Testimony before the Committee pointed out that many visible minority businesses find it difficult to advertise themselves to other businesses - because of language problems, lack of advertising expertise, and ignorance of business contacts. The Committee urges, therefore, that the Department of Supply and Services establish a program which invites visible minority businesses to list themselves with the Federal Government. These lists will then be compiled into a directory of visible minority sub-contractors. The directory should be furnished to all federal contractors, who will be required to consider the sub-contractors that are listed.

RECOMMENDATION:

Supply and Services Canada should compile a directory of visible minority subcontractors, furnish this directory to all federal contractors, and require that visible minority enterprises be considered for subcontracting.

RECOMMENDATION

17

INVESTIGATE LICENSING PRACTICES AND THE EVALUATION OF NON-CANADIAN ACADEMIC DEGREES

Considered Comparable: The following letter was received by an immigrant from Jamaica. It was dated December 21, 1979 and was signed by an Evaluation Officer of the Ontario Ministry of Education, and the Ministry of Colleges and Universities. The person concerned holds a B.A. Honours Degree from Harvard University and a Ph.D. from Stanford University.

"TO WHOM IT MAY CONCERN"

"Based upon information available to the Ministry of Education and the documents provided... this person's educational attainment in the United States may be considered comparable to the completion of at least Grade Thirteen in the current Ontario school system."

No Recognition: The response in this letter underscores the concern expressed in submissions to the Committee that the evaluation of foreign credentials is such that minority immigrants are prevented from becoming licensed or from receiving recognition for their credentials.

Provincial Responsibility: Licensing and accreditation are predominantly a provincial responsibility. Canadian immigration officers, however, are aided in their assessment of the qualifications of potential immigrants by professional associations and other licensing bodies. It is, therefore, crucial that the federal government is assured that the evaluation methodology is equitable. Furthermore, it is in the interests of the federal immigration program that immigrants to Canada are not subject to unwarranted hardship after they arrive.

Re-examined: There is a need for foreign educational institutions to be re-examined and a list compiled of those accredited. Some Canadian universities use a 1969 study by the Association of Universities and Colleges of Canada to assist them in assessing universities in India. The documentation is dated and concern has been expressed about the accuracy of some of the evaluations. One Canadian university requires virtually all students with origins in India to have a Bachelor's degree with first class standing in order to be admitted to the first year of the university's Bachelor's degree program. The institutions selected for evaluation should be representative of those nations from which Canada is now receiving immigrants.

Artificial: In addition to the problem with foreign credential evaluation, artificial restrictions posed by certain licensing practices present entry barriers to various professions, skilled trades and apprenticeships. Studies in Canada and the United States have found, for instance, cases of excessive educational entry requirements, nepotism, prohibitive costs and subjective interpretation of eligibility requirements.

Haphazard: The Committee views the current state of affairs in Canada as haphazard, arbitrary and inequitable. In the recommended investigation, the federal government and provincial authorities should look to Australia's Committee on Overseas Professional Qualifications which assesses professional, technical and general qualifications.

RECOMMENDATION:

The Federal Government should, in co-operation with the provincial governments, investigate the methods and organizations for evaluating non-Canadian degrees and credentials, and the licensing and other practices of professions, trades and apprenticeships.

RECOMMENDATION

18

INVESTIGATE WORKING, HOUSING, HEALTH AND SAFETY CONDITIONS FOR IMMIGRANT AND ITINERANT FARMWORKERS

Excluded: The Committee received testimony relating to the conditions of immigrant farmworkers in British Columbia. They are excluded from regulations governing minimum wage, hours of work and overtime. Under the Unemployment Insurance Act, farmworkers must be employed 7 days by a particular employer in order to be insurable. All other employees require a minimum of 15 hours of work or a wage of $85 per week to be insurable.

Substandard: Nonenforcement of Health Act regulations has contributed to substandard housing conditions. Health and safety provisions under the Workers' Compensation Act do not extend to farmworkers.

Exploited: The Committee recognizes that many employers of farmworkers provide humane conditions for their employees and treat them fairly. At the same time, the general lack of protection experienced by individuals and families makes many of them vulnerable to both physical danger and economic exploitation. Health and safety protection are imperative in an industry with a high rate of occupational disease and risk of injury. Exposure to pesticides is particularly threatening to farmworkers and their children.

Minimum Standards: The Committee believes that, in addition to health and safety regulations, universal minimum housing standards and equality of access to work and social benefits should be applied to all immigrant and itinerant farmworkers.

RECOMMENDATION:

The Federal Government should urge the provincial Departments of Labour, Workers' Compensation Boards and other relevant federal and provincial departments to investigate immediately the working, housing, health and safety conditions for immigrant and itinerant farmworkers.

RECOMMENDATION

19

PROHIBIT FEDERAL USE OF EMPLOYMENT AGENCIES WHICH ACCEPT REQUESTS FOR "WHITES ONLY"

Obliging: Witnesses appearing before the Committee raised the issue of the willingness of private employment agencies to comply with client requests to refer "whites only" for job vacancies. In 1980, the Canadian Civil Liberties Association found that 17 agencies out of 25 surveyed nation-wide would oblige such orders. Similar practices are reported for taxi firms, housekeeping services and real estate agencies.

Human Rights Goals: The Committee calls upon all federal departments, agencies and Crown corporations to prohibit the use of any employment agencies which carry on such a practice. At the same time, it urges the provinces and municipalities to undertake an investigation of the situation and to consider using their licensing powers to further human rights goals. The granting of licenses to real estate and employment agencies could be conditional on the inspection of relevant company records by Human Rights Commissions prior to the renewal of licenses. Agencies found in violation should be subject to loss or suspension of business licenses.

RECOMMENDATION:

Government departments, agencies and Crown corporations should not use services of employment agencies which accept requests for "whites only".

RECOMMENDATION

20

ESTABLISH CROSS-CULTURAL TRADE AND COMMUNICATION CENTRES WITHIN BUSINESS SCHOOLS TO ENCOURAGE MULTICULTURAL BUSINESS SKILLS

Asset: The Committee sees the cultural diversity of Canada as a national asset, particularly in its potential for opening up foreign markets to Canadian goods and services. Canadian missions and exhibitions abroad should reflect the multicultural reality of Canada. The cultural richness coupled with business expertise can provide extraordinarily useful information and advice to Canadian businesses regarding opportunities and practices in other countries. It is a fact that business opportunities can and will be lost to Canadians in foreign markets due to misunderstanding and ignorance of local market conditions and customs. A number of joint Canada-Japan fishing ventures ultimately failed because of poor communication and other misunderstandings.

RECOMMENDATION:

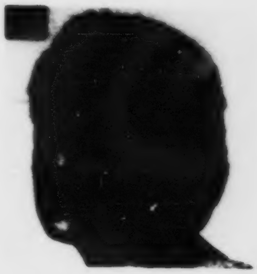
The Federal Government should establish, in co-operation with the provinces, universities, and private industry, cross-cultural trade and communication centres within schools of business of several Canadian universities, in order to develop business and marketing skills within a multicultural environment.

CHAPTER THREE

PUBLIC POLICY

ZALEENA PANCHAM, NEPEAN

"One of the rights of being a Canadian citizen should be that your relatives can come for visits from other lands without being harrassed."



"As a Guyanese who has immigrated to Canada, I couldn't be happier with the treatment and opportunities that my family, relatives and I have received since moving here. With one exception. I feel that Immigration Canada has policies which are discriminatory against people from particular countries, especially Guyana.

"During this entire period, we were forced to wait without any kind of explanation, and my cousin was held in isolation without food or drink."

"Last November, my husband, daughter, and I were subjected to treatment at Ottawa Airport which I think should be unforgivable in a country like Canada. A cousin of mine, coming from Guyana for a three-week visit, was detained without communication for five hours, from 9.30 in the evening until 2.30 in the morning. During this entire period, we were forced to wait without any kind of explanation, and my cousin was held in isolation without food or drink.

"The problem as it turned out stemmed from the fact that he arrived here with only $80, and that the invitation letter from me was signed "Sister Zaleena". The reason for the little cash was that this is all that the Guyanese permits its nationals to take out of the country. And my cousin calls me "Sister Zaleena" because we are a very close family, and our particular relationship has been like that of older sister and younger brother.

"I was questioned at one point during our wait by a younger officer who asked a great deal of personal information about my family, our home, our community in Georgetown—all without informing me what the problem was with my cousin's visit.

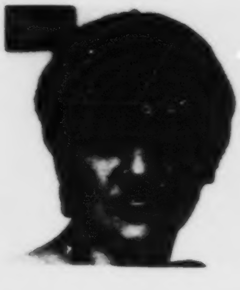
"We are citizens just like other Canadians—and Canadians come from many different countries. One of the rights of being a citizen should be that your relatives from other lands can visit here without being harrassed. If Canada has special policies for people from particular countries, they should at least make these clearly known. What transpired that evening could have been handled in 30 minutes in a straightforward manner. If a bond is what was required, that could have been signed right at the beginning.

"Special precautions may be required by the Immigration Department to ensure that a person on a visit leaves at the right time. But what is totally unacceptable to me is the rude, insensitive behaviour of the immigration officials that evening."

"I have been told that there have been cases of Guyanese people using their visits to Canada as a way of staying here illegally. That may be, and special precautions may be required by the Immigration Department to ensure that a person on a visit leaves at the right time. But what is totally unacceptable to me is the rude, insensitive behaviour of the immigration officials that evening.

"We have another Guyanese friend who was detained in similar fashion with three young children. For five hours he was not allowed to provide for their feeding or toilet needs. They would not allow him to get his bags. Incidents like this and like ours leave a very bad image of immigration and of the Canadian government.

"What is ironic about this whole affair is the treatment my cousin subsequently received from the United States immigration people during his visit here. My husband and I were invited to a wedding in the States and we wanted to take my cousin with us. We applied to the U.S. Embassy here, and he received a visa in just 45 minutes. They couldn't have been more kind, courteous and helpful.



"This whole affair was deeply upsetting for all of us. My cousin returned to Guyana three weeks later with a very bad image of Canada. For my part, I intend never to go through this kind of experience again."

"In the end, I had to post a $1000 bond to ensure that he would leave the country—even though he had a return ticket, a letter from his employer stating the date he would return to his job in Georgetown, and the letter from me clearly stating that I would take financial care of him for the three weeks that he was here.

"This whole affair was deeply upsetting for all of us. My cousin returned to Guyana three weeks later with a very bad image of Canada. For my part, I intend never to go through this kind of experience again. I have no assurance at this point that another relative of mine will be treated any better. It makes me very reluctant to invite anyone here.

PUBLIC POLICY

It is difficult to overestimate the symbolic importance of political institutions in a society. The legitimacy of government action and public policy depend upon the credibility of the institutions which administer them. Clearly, if Parliament, government departments, agencies and organizations are to maintain their credibility, they must adequately reflect the nature of the society in which they are based.

The federal government has already recognized this principle of representation with respect to its role as an employer. Special programs have existed for some time to promote the participation of veterans, francophones, women, aboriginal people and the handicapped in the public service. Similarly, efforts have been made to assure a certain level of representation for women and francophones on various boards and commissions staffed by Governor-in-Council appointments. Such initiatives, while they have not yet entirely achieved their objectives, are to be commended; not only do they serve to rectify an unjust situation, they also provide a positive example for the private sector. Yet many submissions made to the Committee stressed the fact that visible minorities are perceived to be under-represented or even excluded from many of these key bodies. As a result, the Committee believes that the federal government must now quickly take action to ensure the presence of visible minorities in these very important public institutions, in order to adequately reflect the multicultural and multiracial nature of Canadian society.

In addition to being representative of its society, however, government also has an obligation to reflect the concerns of that society and, on occasion, to lead it, in the making of public policy. Briefs and testimony received by the Committee frequently referred to the inadequacy of the federal government's current multicultural policy and the mechanisms which exist to implement it. As well, concerns were expressed as to the lack of sensitivity demonstrated in the administration of some other areas of federal policy, with respect to the concerns of multiculturalism in general and visible minorities in particular.

This chapter therefore examines the issues raised during the Committee's deliberations concerning the federal government, both in its capacity as employer and as maker of public policy. It identifies several ways in which the participation of visible minorities can be increased and multicultural policy can be strengthened and enhanced.

INCREASE THE PARTICIPATION OF VISIBLE MINORITIES ON FEDERAL BOARDS AND COMMISSIONS

RECOMMENDATION

21

Crucial: There is a widespread perception that visible minorities are significantly under-represented on federal boards and commissions and at the most senior levels of the public service. This perceived lack of representation at the top is considered to be a crucial problem because the absence of any positive role models affects the image which visible minorities have of themselves. It leads them to conclude that unnecessary obstacles continue to exist which prevent their full participation in the public life of their country. It also distorts the majority's image of Canadian society, reducing visible minorities once again to the invisible.

Benefits: It has also been argued that several positive benefits would result from an increased presence of visible minorities in these types of positions. Such appointments could serve to encourage visible minority youth to consider a public service career and could also enhance minority recruitment potential at all levels. The appointment of visible minorities to boards and commissions such as the CRTC and the Canada Council would increase the sensitivity of these bodies to the concerns of those minorities, in the same way that the case has been made for women and other target groups.

2,000: Board and Commission positions are staffed by Governor-in-Council appointments - that is, appointments made by the Prime Minister in consultation with his Cabinet colleagues and, in the case of deputy ministers and heads of Crown corporations, the Committee of Senior Officials. There are approximately 2,000 such positions, of which some 450 are full time. However, in a given time period only a certain number become available. For example, in 1983 there were 682 appointments made, the majority of which were reappointments. Only 122 were for full-time positions.

Action: At the federal level, appointments in the Governor-in-Council category have already been successfully used as a mechanism for positive action by the government. Such appointments reflect a higher rate of participation for francophones and women, for example, than those made under the Public Service Employment Act.

Promising: Given the current restraints on hiring in the federal public service and the well-documented barriers to advancement which members of all disadvantaged groups along with their majority colleagues already employed in the public service presently are encountering, Governor-in-Council appointments would appear to be one of the most promising areas in which the federal government could easily and decisively demonstrate a leadership role with respect to the participation of visible minorities in the public sector in the immediate future.

These appointments would be facilitated by the following factors:

- The rotational or limited terms of the present incumbents allow for an immediate increase in the representation of the target groups without disrupting operations.
- Only a small number of posts would be needed to achieve representation.

- There is already an adequate number of visible minority candidates with the necessary qualifications from which to draw for appointments.

RECOMMENDATION:

The Federal Government should use Governor-in-Council appointments to increase the participation of visible minorities on federal boards and commissions as well as in the senior management of the Public Service and Crown corporations.

RECOMMENDATION

22

ADD VISIBLE MINORITIES TO THE LIST OF TARGET GROUPS FOR MANDATORY AFFIRMATIVE ACTION

The under-representation of visible minorities within the federal public service at all levels was a constant theme in briefs and at hearings before the Committee. Perceived obstacles to adequate representation were identified with respect to a) entering the public service:

- The practical obstacle of preference for citizens over landed immigrants;
- Linguistic and/or cultural biases in the selection process (e.g. different accents, behaviour patterns, etc.);
- Biased evaluation of foreign academic or professional credentials. b) career development:
- Visible minority public servants, and especially visible minority women, are constantly underemployed;
- Professionals from visible minorities reach an early career plateau.

As a result of these perceived obstacles, many witnesses before the Committee advocated the implementation of comprehensive affirmative action programs in the public service for visible minorities. Requests were made for the removal of structural barriers to entry and promotion, for access to internal training and career development programs, and for the increased representation of qualified members of visible minorities through positive action in recruitment.

Difficult: There are several existing affirmative action programs within the federal public service, whose target groups have been identified variously as women, the handicapped and native people. Many have been in operation since the mid-70s, yet it is often difficult to evaluate their efficacy. This is apparently due in part to the voluntary nature of these programs - few if any sanctions could be imposed on departments with poor performance records and few if any specific goals or targets were set. Even with a high degree of political will, such a loosely structured voluntary system would be difficult to effectively implement. At the same time, the fact that both native persons and the handicapped together constitute less than 2 per cent of employees in the federal public service, and that women continue to be seriously under-represented at managerial levels, suggests that positive action must be taken to rectify the situation if the federal government is to demonstrate its leadership role vis-à-vis the private sector.

Targets: As a result, the Committee was pleased to note the policy statement released by the President of the Treasury Board on June 27, 1983, which introduced mandatory affirmative action programs within the public service for women, the handicapped, aboriginal peoples, and Blacks in Nova Scotia, as well as his subsequent announcement of October 13, concerning a specific target for the number of women appointed to the management category of the public service (a projected increase from the current level of 217 to 475 by March 31, 1988). The Committee wishes to endorse this new approach to affirmative action policy, which it hopes will also be applied to the armed forces and Crown corporations.

RECOMMENDATION:

The Treasury Board, as the employer under the Public Service Act, should immediately add visible minorities to the list of target groups for mandatory affirmative action.

RECOMMENDATION

23

DETERMINE THE EXTENT TO WHICH SYSTEMIC DISCRIMINATION EXISTS IN THE PUBLIC SERVICE

Difficult: The Committee found that many of the perceptions outlined above regarding the unintentional obstacles and artificial barriers to the participation of visible minorities in the public service were difficult to substantiate or disprove.

Long Range: At the same time, while it believes that a mandatory affirmative action program must be set up to rectify the current under-representation of visible minorities in the public service as quickly as possible, the Committee also recognizes that efforts must be made to eliminate the root causes of this problem so that, in the long run, visible minorities will have equal opportunities for recruitment and advancement and the mandatory program will no longer be necessary.

Study: For both of these reasons, and given the important role which systemic discrimination in general has been shown to play in the denial of full participation to disadvantaged groups, it would appear that an overall examination of public service personnel procedures, guidelines and regulations is in order.

RECOMMENDATION:

The Canadian Human Rights Commission should conduct a study to determine the extent to which systemic discrimination exists in the Public Service, Crown corporations and those sections of the private sector which fall under federal jurisdiction.

RECOMMENDATION

24

ELICIT ACCURATE DATA ON VISIBLE MINORITIES

Hard Data: Throughout its deliberations in this area the Committee was struck by the absence of definitive data or official statistics on the work force profile of visible minorities. The Federal Commissioner of Human Rights in particular raised this point during his testimony. The Committee also noted the requirement under the new mandatory affirmative action program for departments to proceed with work force analyses. Officials working in existing federal affirmative action programs frequently have lamented the lack of hard data on two of the current target groups, aboriginal people and the handicapped, and have stated on several occasions that visible minorities would be impossible to include as a target group due to the difficulty in determining reasonable goals and the size of the potential pool of qualified workers.

Information: The Committee does not share this rather pessimistic view, believing instead that meaningful initiatives can be taken to recruit and promote individual members of disadvantaged groups at the same time that comprehensive statistics are being compiled. The importance of compiling such data should not be minimized. There is an overriding necessity for this information, which can be acquired without infringing on an individual's rights and freedoms. Moreover, several of the groups which testified before the Committee have indicated their support for this initiative.

RECOMMENDATION:

Statistics Canada, in the 1986 minicensus and the 1991 decennial census, should include the requisite additional questions to elicit accurate data on visible minorities, these questions to be accompanied by an appropriate explanation of the purpose.

RECOMMENDATION

25

PROVIDE FOR THE CREATION OF A MINISTRY OF MULTICULTURALISM

Small: This report is concerned with visible minorities and not with multicultural policy per se. It is sometimes difficult, however, to separate one from the other. This is particularly true since the mechanism by which the federal government to date has attempted to implement its 1971 multicultural policy objectives relating to visible minorities is a small race relations unit, located in the Multiculturalism Directorate of the Secretary of State Department.

Limited: Although a separate minister is given responsibility for the multicultural portfolio, in the present structure officials of the Directorate must report through the Secretary of State senior management hierarchy. The official responsible for the implementation of the federal government's entire multicultural policy is therefore confined to a low-level management position, with limited access to the Minister or senior officials, while the deputy minister, who reports directly to the Minister responsible for multiculturalism, also reports directly to the Secretary of State. This results in the nearly impossible task of wearing two hats and reporting to two ministers. This is a confusing, inefficient and administratively awkward situation.

Divided Time: At the regional and local levels, officials responsible for administering the programs of the Multicultural Directorate are employees of the Secretary of State Department. These officials may have no particular expertise in race relations or multicultural policy generally, but, more importantly, they must divide their time between this area and the administration of several other programs in the department, such as human rights, native citizens, women and official languages.

Priority: The Multiculturalism Directorate has a modest budget which must be distributed internally to a variety of programs, of which the race relations unit is but one element. In fiscal 1983-84 the entire budget for the Directorate was projected to be $20 million, with approximately $1.7 million earmarked for initiatives in the field of race relations. These figures would appear to belie the concern expressed by some non-visible minority ethnic groups that a dramatic shift in emphasis has occurred in federal multicultural policy generally, and within the Directorate specifically. On the contrary, a review of the evidence received and its own investigation have led the Committee to conclude that a greater emphasis on race relations and the concerns of visible minorities should be given a high priority in federal multicultural policy in the near future, regardless of what approach is taken to structural revisions.

Serious: The federal government must quickly take decisive action to prevent a potentially serious race relations problem from developing. This is not a unique Canadian dilemma. Other countries such as Australia and Great Britain have seen the need for harmonious race relations and have attempted to promote good relations in a positive manner through the passage of legislation that has resulted in comprehensive race relations policies.

Background: In Canada, the 1971 policy enunciated by the federal government was a clear indication that it recognized the multicultural reality of Canadian society and accepted responsibility for protecting and promoting that cultural diversity. Its initiatives in the intervening years to implement this policy have concentrated primarily on the provision of legal safeguards, such as the Canadian Human Rights Act and entrenchment of a Charter of Rights and Freedoms in the Constitution, and financial assistance for the maintenance and development of various ethnic heritages.

Strengthened: While these initiatives are to be commended, the Committee believes that this multicultural policy must now be strengthened and greater emphasis placed on the race relations element, in order to accommodate the new realities of Canada's multiracial society. The creation of the race relations unit in the Multiculturalism Directorate in 1981-82 and the commissioning of the situation reports by the former minister the following year, as well as the establishment of this special parliamentary committee, suggest that the federal government is already aware of this situation and anxious to address the issues.

Specific: The government should proceed with legislation to provide statutory recognition for its multicultural policy, as indicated in the December 1983 Speech from the Throne. Such legislation should not only strengthen and expand on the principles enunciated in 1971, but should also create a specific department to administer the Act, thereby rectifying the numerous administrative difficulties outlined above, as well as reflecting the increased importance which the government attaches to this subject.

Considerations: At the same time, the Committee recognizes and wishes to highlight the potential drawback of relegating all issues related to multiculturalism to one department. In order to avoid the possible "ghettoization" syndrome which could result, care should be taken to ensure that the new department's mandate includes a clear designation as the "lead" ministry, responsible for the coordination of related policy issues emanating from other departments. To this end, a directive similar to the one currently identifying the Secretary of State as the minister responsible for coordinating all domestic federal human rights activities might be an appropriate model. Similarly, the Committee is also aware of the potential costs involved in creating a new ministry, but believes the infrastructure requirements can be minimized if existing funds are used to advantage.

RECOMMENDATION:

The Federal Government should immediately introduce in Parliament a Multiculturalism Act, creating a Ministry of Multiculturalism.

RECOMMENDATION

26

ESTABLISH A STANDING COMMITTEE

Annual Report: In order to ensure the necessary parliamentary supervision of the Act, and consistent with the approach taken in the area of bilingualism, the House of Commons should establish a Standing Committee on Multiculturalism, to which the annual report of the Ministry would be referred.

RECOMMENDATION:

The House of Commons should amend Standing Order 69 (l) to establish a Standing Committee on Multiculturalism.

RECOMMENDATION

27

STRENGTHEN THE MANDATE OF THE CANADIAN MULTICULTURAL COUNCIL

Reduction: Several of the briefs and submissions received by the Committee referred critically to the recent reduction in size and renaming of what was the Canadian Consultative Council on Multiculturalism. The Committee is inclined to agree that the original number was unwieldy but at the same time believes that the mandate of the new Canadian Multicultural Council (CMC) should be strengthened.

Closely: A strong Council provides an invaluable opportunity for visible minorities and other ethnic groups from the private sector to work closely with government in developing multicultural policy and identifying problems in other areas of public policy. The creation of such councils has been helpful in other multicultural, multiracial societies. It is also consistent with the federal government's stated desire to consult more closely with citizens in a variety of other policy areas through consultative bodies and councils.

Mandate: For example, the Canadian Advisory Council on the Status of Women has provided a useful mechanism for alerting both the public and private sectors to important issues related to the concerns of women and for influencing the making of public policy. As opposed to the Canadian Multicultural Council, which has to date served primarily as a consultative body for government, the Advisory Council's mandate is more aggressive. Its terms of reference are: to bring before the government and the public, matters of interest and concern to women; and to advise the Minister responsible for the Status of Women on such matters as the Minister may refer to the Council for its consideration or as the Council may deem appropriate. The Committee believes that the CMC should be preserved and given a similar mandate.

RECOMMENDATION:

The Canadian Multicultural Council should be reconstituted as the Advisory Council on Multiculturalism, with a mandate similar to that of the Advisory Council on the Status of Women.

RECOMMENDATION

28

ENSURE EQUITABLE IMMIGRATION PROCEDURES

Obstacles: Although many members of visible minorities were born in Canada and some, such as the Blacks in Nova Scotia and the Japanese and Chinese in British Columbia, have been here for generations, the majority have immigrated to this country from elsewhere. As the chapter on Social Integration has demonstrated, the additional obstacles which visible minorities must overcome as immigrants are substantial.

Treatment: The visitor and the would-be immigrant's first exposure to Canada, and to the federal government, comes at border points when he or she encounters customs and immigration officers. The treatment which visible minorities receive in these situations was unquestionably one of the most frequently raised topics in Committee hearings, briefs and submissions. Rightly or wrongly there is a widespread perception among visible minorities that, in the words of one witness, "turbans attract questions."

Pilot Project: In recognition of the problem, the Canada Employment and Immigration Commission instituted a one year pilot project Client Relations Officer function in January 1980 at Toronto International Airport. The stated purpose of this new complaint handling mechanism was to heighten the awareness of the general public and the special interest groups of the Commission's complaint handling machinery and to increase its credibility with the public and special interest groups.

Selection: The project was evaluated in two phases by the department, in February-March 1980 and September-November 1980. Interviews with lawyers and representatives during the first phase showed that the general impression gained of the handling of incoming residents was favorable—the only suggestion made for change was that of streaming the traffic into two groups: aliens and returning Canadians. However, the situation of visitors was considered to be quite different.

The feeling was widespread that visible differences affected both the selection of individuals and the way in which the secondary examination process was conducted.

Subtle: The evaluators reported that all respondents in their sample voluntarily raised the subject of discrimination in the course of the interviews, either directly or obliquely. The general impression they conveyed was that discrimination continues to exist and has merely become more subtle and sophisticated.

First Step: The Committee believes that the project was a valuable first step in addressing the issue of immigration policy and race relations and wishes to draw attention to it.

RECOMMENDATION:

Employment and Immigration Canada should take appropriate steps to ensure that members of visible minorities are not unduly singled out for unusual immigration procedures and that all such procedures are adequately explained to arriving persons and their awaiting relatives and friends.

RECOMMENDATION

29

EXAMINE THE EFFECTS OF THE FAMILY REUNIFICATION PLAN

Deliberately: Numerous complaints were received by the Committee concerning the various procedures and regulations covering the concept of family reunification. There appears to be a widespread perception that certain of the regulations and their interpretation are deliberately discriminatory; certainly it is true that the concept of the extended family, prevalent in many Third World countries, is a difficult one to deal with in the North American context.

Concerns: The Committee is aware of the various legitimate problems which the concept poses for immigration officials, but it is also sympathetic to the humanitarian concerns raised by many visible minority immigrants. At present there does not appear to be sufficient data available to ascertain the validity of certain allegations concerning the longterm implications of relaxing these regulations.

RECOMMENDATION:

Employment and Immigration Canada should conduct a comprehensive study of the current situation with respect to immigrants who have been admitted to Canada through the Family Reunification Plan, to determine whether or not there are substantial differences between them and other immigrants in terms of their ability to succesfully integrate into Canadian society.

REVIEW THE POLICY OF ESTABLISHING IMMIGRATION OFFICES IN THIRD WORLD COUNTRIES

RECOMMENDATION

30

Criticism of the lengthy delays in processing applications from Third World countries generally, and India in particular, is frequent. It is alleged that far fewer offices exist in Third World countries, that procedures are especially onerous, and that lengthy delays are often unexplained.

Largest: In a written response to these allegations, provided by the Secretary of State for External Affairs in November 1983, it was noted that in 1982 India was the fourth highest source country for immigrants entering Canada and that the immigration section in the Canadian High Commission in New Delhi is the largest immigration processing office in the world. It was also noted that the lengthy processing period, which can be attributed primarily to factors such as the lack of a reliable system of record-keeping in the country of origin, has nevertheless been reduced on average by 20 days from 1982 to 1983.

Review: On balance the explanations provided by the Department of External Affairs appear reasonable and reflect no deliberate or systemic discrimination against visible minorities. However, it would also appear that a general review of policy in this area, including the determination of the number and location of offices in Third World countries, and the expansion of options such as honorary consuls or regularly scheduled tours by officials, is in order.

RECOMMENDATION:

External Affairs Canada should conduct a general review of its policy with respect to the location of offices and the procedures for processing applications in Third World countries from which Canada receives substantial numbers of immigrants and/or visitors.

CONDUCT AN EVALUATION OF EMPLOYMENT DEVELOPMENT PROGRAMS

RECOMMENDATION

31

Programs: Because of the need to develop a public policy on unemployment and underemployment, the federal government has a secondary role as an employer outside of the public service. In the wake of economic recession, high unemployment and dramatically changed work force skill requirements, the federal government over the past few years has developed a number of employment assistance programs in line with the strategy outlined in the 1981 task force report on Labour Market Development in the 1980s.

Action: Some of these programs, such as the National Industrial Training Program, and several of the Employment Development Programs such as LEAP, Summer Canada and Canada Community Development Projects, already contain a specific positive action component for Native People and Inuit. Others, such as the Outreach Program designed for Blacks in Nova Scotia, are exclusively directed towards a target group.

Necessary: Few of these projects have been evaluated, and some have been in existence only a short time. Others, such as the Native Employment Program, can hardly be classed as successful based on available statistics. Nevertheless, the obvious and compelling need for some sort of mechanism to introduce other disadvantaged visible minorities, and especially visible minority women, to the labour force skills necessary for their integration into the mainstream of Canadian society, forces the Committee to conclude that these programs, despite their uneven or untested record, are a necessary first step, and that they can be successfully refined and adapted to accomplish their objectives.

RECOMMENDATION:

Employment and Immigration Canada should conduct an immediate evaluation of its Employment Development Programs and refine them accordingly; should expand such programs to include all visible minorities as a target group in their affirmative action component; and should pay particular attention to visible minority women, who are doubly disadvantaged.

RECOMMENDATION

32

ACCOMMODATE PROGRAMS TO UNIQUE ETHNOCULTURAL GROUPS

Communal: The Hutterite Community of Manitoba appeared before the Committee to outline some of the problems which they encounter in their dealings with the federal government because of their communal style of living. A basic concern was that they are frequently ineligible for government programs or subsidies because the various rules or regulations are geared to individuals and do not recognize collective living arrangements. For some grants, they are allowed only communal applications, while for others they are deemed ineligible. For example, in the recent past, the Hutterites have been deemed ineligible to apply for Farm Credit Corporation mortgages, Registered Home Ownership Plans and urea formaldehyde grants, because of their communal status. This status has not, however, prevented them from paying income tax.

Sensitivity: The Committee sympathizes with the concerns raised by the Hutterite witnesses, but also recognizes that many of these concerns are specific to this particular group. Nevertheless, the Committee notes that federal officials were able to exercise discretion and negotiate a compromise with the colonies concerning the Canada Pension Plan. It does not appear unreasonable to conclude that similar accommodation might be possible in other areas if sufficient sensitivity to minority concerns were brought to bear on the problem.

RECOMMENDATION:

The Federal Government should, when requested, and when the integrity of the program will not be compromised, accommodate its programs to the needs of unique ethnocultural groups.

RIGHT THE WRONG

RECOMMENDATION

33

The December 7, 1941 attack on Pearl Harbour by the Japanese opened one of the most sordid chapters in Canadian history. It led to the evacuation, internment and exile of most Japanese-Canadians then living in British Columbia, including a large number who were born in this country. These events were the culmination of a long standing history of anti-Chinese and anti-Japanese attitudes, actions and legislation in British Columbia in particular and in Canada generally. The 1941-48 treatment of Japanese Canadians, while fueled by rumours and pro-war national chauvinism, was therefore grounded in a lengthy tradition of racial intolerance.

Confiscation: A series of wartime regulations led to the confiscation of fishing boats, farms, businesses and homes belonging to Japanese-Canadians that were eventually sold off for considerably less than market value. The right of Japanese Canadians to travel in Canada was strictly regulated. By the end of October, 1942, approximately 21,000 out of 22,000 Japanese-Canadian residents of British Columbia were uprooted and forcibly relocated. As many as 4,000 were sent to the Prairies and Eastern Canada. Others were sent to abandoned mining towns and hastily built shack towns in the interior of British Columbia. Families were often divided. Many of the men worked in road camps.

Repatriation: In 1945, those Japanese-Canadians still in the interior of British Columbia were given the "option" of relocating in Eastern Canada or "requesting repatriation to Japan". Approximately 10,000 opted for repatriation because they were unwelcome in many parts of Canada. Once the war with Japan had ended in September 1945, the Government of Canada passed legislation and orders-in-council which would enable it to deport not only Japanese nationals living in Canada, but Japanese-Canadians who were either native-born or naturalized citizens of this country as well as their spouses and children, to Japan.

Power: Both the Supreme Court of Canada and the British Judicial Committee of the Privy Council upheld the power of the Canadian Government to take these actions. Ultimately, some 4000 Japanese-Canadians, many of whom were born in Canada and had never seen Japan, were sent to that country. They went to Japan "voluntarily" before January 1947, when the Canadian Government announced it would not formally carry out its deportation policy and repealed the deportation regulations. The restrictions on travel by Japanese-Canadians were not removed until 1948.

Not Entitled: In 1947, the Government of Canada set up a Commission of Inquiry under Mr. Justice R.I. Bird of the British Columbia Supreme Court to investigate the pecuniary losses suffered by Japanese-Canadians. It was concluded by Mr. Justice Bird that much Japanese-Canadian owned property and many businesses were sold at less than fair market value. He also concluded that many Japanese-Canadians were not entitled to compensation. Many Japanese-Canadians did not submit claims to the Commission or could not do so because they were out of the country. The awards that were made often did not represent the true value of the property or businesses that had been confiscated.

Urgency: The wrong done to Japanese-Canadians must be rectified. Members were deeply moved by the presentation made to them in Toronto by the representatives of the Japanese-Canadian community. The Canadian Jewish Congress also strongly urged that the wrong done to Japanese-Canadians be righted. There is a moral imperative and a sense of urgency underlying the claims of this community.

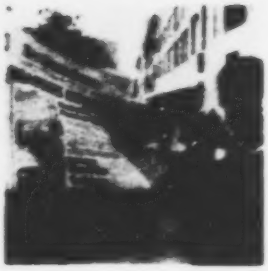
Attempt: In late January, 1984, The National Redress Committee of the National Association of Japanese Canadians set out its position in a resolution passed by it in Winnipeg. The National Redress Committee would like an official acknowledgement from the Government of Canada of the way in which it mistreated the Japanese in Canada during and after World War II. It would also like to undertake negotiations with the Government of Canada on the manner in which these wrongs are to be redressed. Although the moral and historical damage done to Japanese-Canadians may be difficult to rectify, the Committee believes that the Government of Canada should make the attempt and, in conjunction with the National Redress Committee, begin to close this chapter in Canadian history.

RECOMMENDATION:

The Parliament of Canada should officially acknowledge the mistreatment accorded to the Japanese in Canada during and after World War II and the Government of Canada should undertake negotiations to redress these wrongs.

RECOMMENDATION

34



REVIEW THE WAR MEASURES ACT

The regulations allowing for the relocation of Japanese-Canadians and the control of their property and travel during World War II were adopted under the War Measures Act. The regulations allowing for the expulsion from Canada of Japanese-Canadians were adopted at the end of World War II under the National Emergency Transitional Powers Act 1945, which was adopted when the War Measures Act expired. The extraordinary powers given to the federal cabinet were never successfully challenged in the courts.

Protect: The War Measures Act is still on the statute books and could still be used in a situation of real or apprehended war, invasion, or insurrection. In a brief to the Committee, the Human Rights Committee of the National Association of Japanese-Canadians urged that the War Measures Act be amended to ensure that the rights and freedoms of Canadians are properly protected.

Upheld: Although we now have a Charter of Rights and Freedoms in Canada, it is very likely that national emergency legislation, such as the War Measures Act would be upheld. It is less clear whether measures similar to those used against Japanese-Canadians during and after World War II would be held to be valid under the Charter.

RECOMMENDATION:

Justice Canada should review the War Measures Act with a view to proposing the safeguards necessary to prevent a recurrence of the kind of mistreatment suffered by the Japanese in Canada during and after World War II.

CHAPTER FOUR

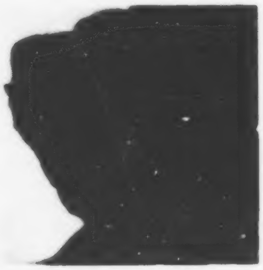
LEGAL & JUSTICE ISSUES

MARC MAGER, LONDON

"The Nazis didn't start the extermination of the Jews with gas chambers, they started with name calling and hate letters."

"For the past three-and-a-half years, I have been subjected to continual racial harrassment in my job as a letter carrier with the Post Office in London. During that time, I filed several complaints with the police, and have lodged a formal complaint last year with the Ontario Human Rights Commission. The Commission investigated and ruled in my favour, but so far the Post Office has not complied with the terms of the judgement. I fear that the harrassment will now continue in other forms.

"If it wasn't so hurtful and dangerous, you'd have to feel sorry for the weak minds that come up with thoughts and words like these. But you can't let them get away with it."



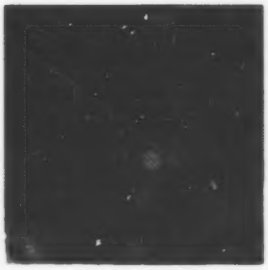
"I can give you just a sample of the kind of insults, both spoken and written, that I have received. These people can't live with the fact that I am a Polish immigrant and Jewish, so they have attacked me in ways which have hurt deeply:

- "Immigrants are scab labour"
- "You dumb Polak bitch"
- "Go back to Pakistan"
- "You know what we do with Jews, we put them in the oven"
- "Hitler had the right idea, he just missed a few."
- "The Nazis were first doing to make dog food out of the Jews but the dogs wouldn't eat it, so they made lamp shades and gloves out of them instead."

"I think you get the idea of what it was like, day in and day out. If it wasn't so hurtful and dangerous, you'd have to feel sorry for the weak minds that come up with thoughts and words like these. But you can't let them get away with it, because that's exactly how it got started in Germany. The Nazis didn't start the extermination of Jews with gas chambers, they started with name calling and hate letters. Once they got away with that, they felt bold enough to try nastier methods.

"This especially infuriated the supervisors and manager because it gave them a situation they didn't want to face. It demanded that they take a stand on a fundamental human issue, and none of them had the integrity or courage to do that."

"One of the things that made these people mad was that I fought back. This especially infuriated the supervisors and manager because it gave them a situation they didn't want to face. It demanded that they take a stand on a fundamental human issue, and none of them had the integrity or courage to do that. So they all ended up being publicly humiliated by the Rights Commission and judgement.



"I don't think we have enough protection, but the new Constitution does make it clear that certain kinds of harrassment are illegal. If we don't use the rights that are on the books to protect ourselves, then we will lose even these."

"Most immigrants don't fight back, because they are afraid, or because they feel they can't win—or because they are ignorant of their rights under the law. I don't think we have enough protection, but the new Constitution does make it clear that certain kinds of harrassment are illegal. If we don't use the rights that are on the books to protect ourselves, then we will lose even these."

"The Commission ruled in my favour on four points. First of all, they said that I had to be reinstated in my normal job station, from which I had been removed because "it was causing a problem". The manager tried to avoid dealing with the harrassment issue by removing me from view.

"Next, I was awarded financial compensation, several thousand dollars, because of the mental and emotional anguish I had endured.

"They said that the Post Office must establish new, tougher policies to deal with harrassment—and, finally, that these policies must be translated into an educational program for all supervisors and employees.

"The judgement came down three months ago (November 1983), and so far I have not been returned to my job station, there has been no financial compensation, I have seen no new policy on harrassment, and there is no educational program in place. So, I want to know when all of this is going to happen. Or is this just another, more subtle, form of harrassment—bureaucratic delay?

"Fighting for your rights is definitely worth it, for several reasons. First of all, it allows you to live with yourself. Regardless of how much cruelty you endure, you can feel proud if you speak out and fight back."

"Fighting for your rights is definitely worth it, for several reasons. First of all, it allows you to live with yourself. Regardless of how much cruelty you endure, you can feel proud if you speak out and fight back. Secondly, I feel that I am contributing to the confidence of other immigrant employees. There are over 60,000 people working in the Post Office, and many of them are immigrants who are subjected to the same kind of stupidity that I encountered. And there are workers in many other places who have these experiences. If they can read that the laws of the country backed me up, they will have more confidence to fight back.

"Finally, I want my experience to point out the importance of the Human Rights Commission. They worked hard on my behalf, but they are terribly overworked. There's only so much they can do, and each investigation takes a long time. I urge the federal and provincial governments to increase greatly the resources of the Commission so that it can take on more investigations.

LEGAL & JUSTICE ISSUES

Recourse to the law is rarely the most effective way to deal with social problems. The law does, however, perform an important, if often secondary, function. It is used to ensure that socially desired goals are attained and to prevent them from being undermined. It also has an educative function - it says to the citizens of a democracy that certain behaviour and acts are unacceptable and are to be sanctioned by punishment. The law thus acts not only to enforce certain rules but also to ensure that the bounds of acceptable behaviour are clearly understood by the populace.

Many witnesses advocated tougher laws and better trained police officers as ways to promote more harmonious relations in Canadian society and to reduce racism. Many visible minorities feel that present laws do not adequately ensure that they can live in peace and without fear.

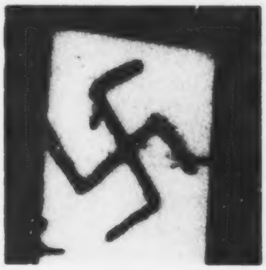
Police officers are perceived by visible minorities to respond to complaints with misunderstanding, reluctance and even animosity; and to respond to complaints against visible minorities with over-enthusiasm and unwarranted assumptions. Recruitment of visible minorities as police officers and recruitment of whites who are disposed to be tolerant of racial diversity were seen as helpful by witnesses. Training programs to promote cross-cultural understanding were seen by witnesses as imperative for current police forces.

The Committee's deliberations in this area have been influenced by a sensitivity to the important issues of civil liberties and by a desire to promote conciliation, not polarization, between individuals and groups in Canadian society.

SIMPLIFY THE REQUIREMENTS FOR SECURING CONVICTIONS IN CASES INVOLVING HATE PROPAGANDA

RECOMMENDATION

35



Negative: The problem of hate propaganda has existed for almost as long as the printing press. It is noted for its misrepresentation of racial and religious groups through the depiction of negative stereotypes. The groups that create and distribute hate literature are often small in membership but compensate for this by the violence of the caricatures and ideas they promote. The purveyors of hate propaganda are not interested in promoting ideas and encouraging debate but rather prey on the intolerant tendencies they sense in those exposed to their material.

Change: Recent waves of immigration have brought more visible minorities to Canada. At the same time the Canadian economy has experienced difficult times. The combination of the two seems to have produced an atmosphere that may be ripe for racially motivated incidents.

Inundated: In the early and mid-1960s, Canada was inundated with hate literature, much of it anti-semitic and anti-black. Some of the literature at that time was produced in Canada, but most of it was imported from the United States and given wide distribution in this country. Because of the virulence of this material and the widespread distribution it was given, the Minister of Justice in 1965 set up the Cohen Committee which reported to him on this problem before the end of that year. The Committee recommended that the Criminal Code be amended to deal with the advocacy of genocide and the defamation of identifiable racial groups. It also recommended that a number of defences be included in the Criminal Code and that the consent of the provincial Attorneys General be necessary for a prosecution in this area. As a consequence of the Cohen Committee's Report, Ss. 281.1-281.3 were added to the Criminal Code.

Imported: There has been a recent upsurge in hate propaganda. It has been found in virtually every part of Canada. Not only is it anti-semitic and anti-black, as in the 1960s, but it is also now anti-Roman Catholic, anti-East Indian, anti-aboriginal people and anti-French. Some of this material is imported from the United States but much of it is produced in Canada. Most worrisome of all is that in recent years Canada has become a major source of supply of hate propaganda that finds its way to Europe, and especially to West Germany.

Action: Despite the growth in the production and distribution of hate literature in Canada, there has been very little effective legal action. There have been fewer than half a dozen prosecutions by the provincial Attorneys General under the hate propaganda provisions of the Criminal Code.

Rights: The purpose of expression or association is to encourage the exchange of ideas and the critical examination of social, political, economic and cultural issues. These freedoms enhance debate and help resolve controversy. Hate literature narrows the debate, and promotes, in its extreme, the possible elimination of the debaters. It advocates the limitation or elimination of the human rights of groups and individuals.

Problems: The Committee accepts the need for continued hate literature legislation, but it believes that there have been problems with the current provisions in the Criminal Code. For one thing, it requires that the Crown prove that the accused specifically intended to promote hatred through distribution of the literature.

Consistent: A number of witnesses appearing before the Committee urged that the Criminal Code be amended to deal with this problem. The 1982 Vancouver Symposium on Race Relations and the Law urged that the requirement for specific intent be removed from the Code. This amendment would be consistent with the rest of the criminal law where specific intent is the exception and not the rule. The proof of intent has made it difficult for Attorneys General to prosecute in the past. But once this amendment is enacted by Parliament, the Attorneys General should have less difficulty in instituting successful prosecutions.

RECOMMENDATION:

Justice Canada should prepare amendments to Section 281.2(2) of the Criminal Code so that it is no longer necessary to show that an accused specifically intended to promote hatred, in order to obtain a conviction.

RECOMMENDATION

36

ELIMINATE THE NEED FOR THE CONSENT OF ATTORNEYS GENERAL TO PROSECUTE INCITEMENT OF HATRED CASES

Protect: One of the provisions recommended by the Cohen Committee and incorporated into the Criminal Code to protect freedom of expression was the requirement that the provincial Attorneys General consent to any hate propaganda prosecution.

Abused: Now that we have an entrenched Charter of Rights, it can be used to shield any Canadian who feels he is being improperly prosecuted under the hate propaganda provisions. The Committee believes that the consent requirement has outlived its usefulness and should be eliminated.

Open: The elimination of this requirement will open the way for any Canadian to launch a private prosecution against a peddler of hate literature. This amendment was urged by many witnesses and endorsed by the Vancouver Symposium on Race Relations and the Law.

RECOMMENDATION:

Justice Canada should prepare amendments to S.281.2(6) of the Criminal Code so that the consent of the provincial attorneys general is no longer required for a prosecution in cases of public incitement of hatred.

CLARIFY THE BURDEN OF RAISING SPECIAL DEFENCES

RECOMMENDATION

37

This section examines three suggested amendments to the Criminal Code.

(1) A number of witnesses have urged the Committee to recommend that the public interest, good faith and religious controversy defences be removed from the hate propaganda provisions of the Criminal Code. If this were done, the effect would be, if the requirement for specific intent were also removed, to create a strict liability offence. This type of offence is not in keeping with the traditions of Canadian criminal law. It would also be susceptible to a potentially successful challenge under the Charter of Rights. The Committee does not believe that these defences should be eliminated. The Committee does believe that the Criminal Code should be amended so that it is made clear that the burden of raising such defences is on the accused at all times and that the Crown is at no time to be required to discharge a burden of disproving such a defence.

(2) Several witnesses have urged the Committee to recommend that the distortion or denial of historical fact for the purpose of incitement of hatred be a criminal offence. This type of historical distortion, in the guise of legitimate historical revision, reaches its zenith of disrepute in the form of Holocaust denial. This is only the most recent and most despicable form of hate propaganda. It is to be denounced in the strongest possible terms. The Committee believes that this type of material is not intended to advocate a new analysis of historical events but, rather, to misrepresent them in such a way as to incite race hatred. The Committee has no doubt that successful criminal prosecutions could be instituted against those responsible for this type of material. If Parliament adopts the recommended amendments to the Criminal Code proposed by the Committee, the provincial Attorneys General should waste no time in prosecuting in appropriate circumstances.

(3) The Attorney General of Ontario indicated to the Committee that he felt that the definition of "identifiable groups" as presently set out in Ss. 281.1(4) and 281.2(7) of the Criminal Code might enable hate propagandists to avoid prosecution by attacking only a part, but not all, of a racial group in their material. The Committee does not believe that the Criminal Code has to be amended to deal with this problem. This type of material is subject to criminal sanction because it defiles an identifiable group in a general sense and not because it attacks all members of such an identifiable group. Even if such hate propaganda purports to caricature only a part of a racial group, it should still be subject to prosecution under the present provisions of the Criminal Code in appropriate circumstances.

RECOMMENDATION:

Justice Canada should prepare amendments to the Criminal Code so that it is clear that the burden of raising special defences is on the accused.

RECOMMENDATION

38

GIVE POWER TO THE CANADIAN HUMAN RIGHTS COMMISSION TO DEAL WITH HATE PROPAGANDA

Timely: The Committee believes that prosecutions under the Criminal Code should form only one of a handful of legal techniques that should be deployed against hate propaganda peddlers. One of the more timely and less cumbersome means is amending the Human Rights Act to cover this problem.

No Provision: When the Saskatchewan Human Rights Commission appeared before the Committee, its representatives described a problem they had with hate propaganda. Hate propaganda originating in Ontario was found in Saskatchewan. The Saskatchewan Human Rights Commission could not deal with the case because Ontario was the point of origin of the material. The Ontario Human Rights Code does not have a provision for dealing with hate propaganda, whereas the Saskatchewan Act does.

The Law: The relevant section of the Saskatchewan Act states that the production and/or distribution in any shape or form, of literature which exposes, or tends to expose to hatred, ridicules, belittles, or otherwise affronts the dignity of any person or any class of persons because of their race, creed, religion, color, sex, marital status, physical disability, age, nationality, ancestry, or place of origin, is illegal. There is a similar provision in Manitoba.

Recourse: This type of provision enables any Canadian to go to the Human Rights Commission when there is evidence of such material being published. The complaint is handled by the Commission and not by the courts, thus eliminating the need for a lawyer and other legal requirements involved in an ordinary prosecution. The Commission attempts to conciliate the matter and reach a settlement before setting up a tribunal. A tribunal order would likely require an apology, nominal damages and an undertaking not to publish any more like material.

Efforts: The Committee's attention has been brought to the possible civil recourse individuals might have in cases of group defamation.

> Section 19 of the Manitoba Defamation Act and British Columbia's Civil Rights Protection Act provide a recourse to the Provincial Supreme Court to an individual who is a member of an identifiable group which is the subject of hate propaganda. These laws allow for injunctions, the award of damages and the imposition of fines.
>
> The Law Reform Commission of British Columbia and the Ontario Attorney General's Office are studying their libel and slander laws, and group defamation forms part of these studies. The Committee commends these efforts and encourages others to undertake similar activities.

RECOMMENDATION:

Justice Canada should prepare amendments to the Candian Human Rights Act to allow the Canadian Human Rights Commission to deal with hate propaganda.

BROADEN THE JURISDICTION OF THE CANADIAN HUMAN RIGHTS COMMISSION

RECOMMENDATION

39

Regulated: Section 13 of the Canadian Human Rights Act allows the Human Rights Commission to order the discontinuance of the use of a federally regulated telephone service when it is used by an individual for the spreading of racist propaganda.

Jurisdiction: Because of a quirk in Canada's constitution insofar as the regulation of telephone services is concerned, Parliament only has jurisdiction in this area in the Yukon, the North West Territories, Ontario, Quebec and British Columbia. Local telephone service in other provinces is under provincial jurisdiction. Hence the Committee urges these provinces and territories to amend their human rights legislation to include complaints about telephone hate messages.

Difficult: Hate propaganda can be imported or exported, sent by mail, or communicated electronically. In each of these cases, an individual with a complaint must go to a different agency, such as Revenue Canada, Canada Post, Canadian Radio and Television Commission, and is likely to receive a different interpretation from each one.

One: Canadians will be better served if there is one institution that has responsibility for investigating the dissemination of hate propaganda. The most appropriate place for such authority is in the Canadian Human Rights Commission which is already sensitive to and experienced with the issues of racism and racial discrimination.

RECOMMENDATION:

Justice Canada should prepare amendments to the Candian Human Rights Act to give the Canadian Human Rights Commission jurisdiction to hear complaints dealing with the import and export of hate propaganda and its dissemination through the mails and on radio, television and cable services.

ALLOW THE IMPOSITION OF STRICTER PENALTIES FOR RACIALLY MOTIVATED CRIMES

RECOMMENDATION

40

Extensive: The enactment of criminal law is an exclusively federal matter although the provinces have the responsibility for the administration of justice and prosecute most criminal offences. Many witnesses have told the Committee that the criminal law should be used more extensively to deal with racially inspired acts causing damage and injury.

Racial Slurs: Several witnesses have urged the Committee to recommend that the uttering of racial slurs be made a criminal offence. The April 1982 Vancouver Symposium on Race Relations and the Law urged that the Criminal Code be amended to expressly prevent racist name-calling. Countries such as France, Greece, the Netherlands and Norway have legislation in this area.

Unacceptable: The Committee believes that the uttering of racial slurs is an unacceptable practice, but one dealt with more effectively by education. The imposition of a criminal sanction in such circumstances will probably have the effect of reinforcing the prejudices of the utterer of the slur rather than leading him to see it for what it is. In any event, the disturbing of the peace provisions already in the Criminal Code are probably sufficient if it is desired to bring the weight of the criminal law into play in an instance of a racial slur.

Offence: Several witnesses have urged the Committee to recommend that it be a criminal offence to belong to, to organize or to support groups whose purpose is to incite hatred. Countries such as France, Greece, Italy and West Germany have legislation dealing with racist groups. The Committee does not believe that racist groups should be outlawed. Canada does not have a happy experience with this type of legislation - in the 1920s and 1930s, the criminal prohibition of certain types of political activity was used to harass and intimidate minuscule dissident political organizations. The Committee does believe, however, that the criminal activities of racist groups and their members should be prosecuted with the utmost vigor in appropriate circumstances.

Crimes: In recent years, there has been an upsurge in racially motivated crimes - assaults, damage to property, arson, etc. Places of worship and cemeteries have been defaced. Police have had a great deal of difficulty in finding those responsible. Stepped-up efforts at detection of those responsible is necessary.

Concern: "It is a fundamental principle of our society that every member must respect the dignity, privacy and person of the other. Crimes of violence increase when respect for the rights of others decreases, and, in that manner, assaults such as occurred in this case attack the very fabric of our society. Parliament's concern for the incitement of racial hatred is reflected in S.281 of the Criminal Code. An assault which is racially motivated renders the offence more heinous. Such assaults invite imitation and repetition by others and incite retaliation. The danger is even greater in a multicultural, pluralistic, urban society. The sentence imposed must be one which expresses the public abhorrence of such conduct and their refusal to countenance it." (Mr. Justice Dubin of the Ontario Court of Appeal)

Measures: There should be heavier penalties. The Vancouver Symposium on Race Relations and the Law urged that the Criminal Code be amended to provide increased penalties for racially motivated crimes. The Ontario Attorney General has issued guidelines to Crown Attorneys to assist them in prosecuting criminal offences with a racial component. All Attorneys General should issue similar guidelines to their Crown Attorneys so that racially motivated crimes are effectively dealt with. These guidelines should include community service, compensation and restitution to the visible minority individual or community.

More: The problem cannot be dealt with by guidelines alone. Racially motivated crimes must be punished and must be seen by the public as being severely dealt with. Once the accused is convicted and the judge rules that the act was indeed racially motivated, he should have the authority to impose an additional consecutive penalty after that imposed for the original offence.

RECOMMENDATION:

Justice Canada should prepare amendments to the Criminal Code to allow judges to impose an additional consecutive sentence when the principal criminal act is racially motivated.

REQUIRE MORE OF HUMAN RIGHTS COMMISSIONS

RECOMMENDATION

41

Presence: Human Rights Commissions have existed in Canada since the sixties when Ontario led the way in setting up such bodies. They have their roots in anti-discrimination legislation adopted by the provinces after World War II. At the present time, there is human rights legislation in all the provinces and at the federal level.

Process: Human rights legislation allows an individual who feels that he has been discriminated against to apply to the Human Rights Commission for redress. The Commission examines the complaint and attempts to conciliate the positions of the complainant and the respondent. If conciliation is not possible, a Human Rights Tribunal will be named to hear both parties and to make a finding on the issue which binds both parties in the same way that a court judgement does.

Human Rights Commissions also engage in a number of educational activities to help improve human relations and to inform Canadians of their rights under the anti-discrimination legislation. Many witnesses before the Committee have criticized Human Rights Commissions as slow, isolated and inaccessible. There is no doubt that human rights legislation has an important place in the struggle against inequality and injustice in Canada. Dale Gibson of the Manitoba Human Rights Commission has described Commission staffs as "the footsoldiers in the war against discrimination on both the enforcement and educational fronts". The Committee agrees with the sentiments expressed by Mr. Gibson.

Outreach: Some Commissions are not known to the population groups they serve - they must institute effective outreach programs where these do not exist and strengthen already existing ones. Human Rights Commissions must be in the storefronts where the people are and not housed in often inaccessible or unknown quarters. If these suggestions are taken seriously and followed, Human Rights Commissions will be more effective at assisting the disadvantaged.

Constraints: There is no doubt that Human Rights Commissions must do more with what they already have. Many of them have, because of budgetary constraints, begun to fall behind in the tasks already allocated to them. Some of them are seriously underfunded and understaffed. This is a problem which is exacerbated by the difficulties experienced by the Canadian economy. It is to be expected that as Human Rights Commissions become busier, the problem of chronic underfunding and understaffing will become more serious. The Committee urges both federal and provincial governments to provide Human Rights Commissions with a level of funding and staffing commensurate with the increased workload they can be expected to assume in the immediate future.

Acute: The problems of racism and racial discrimination have become more acute in recent years. It can be expected that these types of problems will become more intractable in years to come and that they will take up more and more of Human Rights Commissions' time and resources. These problems will demand special expertise and conciliation techniques.

Ontario has recognized these developments and has provided in its new Human Rights Code for a Race Relations Division and Commissioner. The Race Relations Division develops programs and policies to help promote harmonious race relations in Ontario. It identifies concerns and establishes networks in connection with race relations through consultation with community groups. The Division also engages in research and education programs in areas of emerging race relations issues. The Commissioner oversees these programs and sits as a member of the Commission, participating in all of its deliberations.

Race relations will become of greater importance as Canada continues to develop as a multiracial/multicultural society. Consequently, they must be given particular attention by Human Rights Commissions. The Committee urges the Canadian Human Rights Commission, and those provincial Human Rights Commissions that have not already done so, to set up specific Divisions and to assign specific Commissioners with special responsibility for race relations.

RECOMMENDATION:

All levels of government should mandate the appropriate Human Rights Commissions to improve their Outreach Programs and establish race relations divisions, and the necessary funding should be provided.

RECOMMENDATION

42

AMEND THE CANADIAN HUMAN RIGHTS ACT TO COVER SYSTEMIC DISCRIMINATION

First: Human Rights legislation was first adopted to deal with intended discrimination - there was no attempt to cover practices which, while not intentionally discriminatory, had a discriminatory result when applied to certain sectors of society. Attempts in recent years to bring this type of systemic discrimination within legislation requiring proof of discriminatory intent have not succeeded.

In the Bhinder case, the courts have found that the Canadian Human Rights Act does not cover a situation where a hard hat safety requirement has the effect of preventing a Sikh from working in a train yard. In the Simpsons-Sears case, the Ontario Human Rights Act (as it was at that time) was found not to prevent a rule on Saturday work from affecting the observance of the Sabbath by a Seventh Day Adventist. Both cases have been appealed to the Supreme Court of Canada.

Awareness: The Human Rights Commissions have realized that they have reached a level where not all discriminatory acts are overt or intentional. There is systemic discrimination - it appears to be objective and non-discriminatory but has a disproportionate effect on identifiable groups in Canadian society. Height, weight and strength requirements may adversely affect women. The same is true of work schedule and clothing requirements for certain religious groups such as Sikhs and Seventh Day Adventists.

Inadequate: This is an instance where Human Rights Commission practice and Tribunal decisions have bypassed an inadequate legislative framework - they have dealt with systemic or constructive discrimination although not mandated to do so. Ontario has recognized and rectified this problem by enacting S. 10 of its new Human Rights Code.

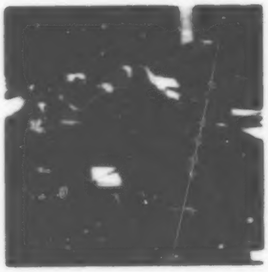
Proclamation: In the final joint statement of the September 1983 Federal-Provincial-Territorial Ministerial Conference on Human Rights, the Ministers recognized the desirability of a definition of discrimination in their respective anti-discrimination statutes that would include systemic discrimination. Adoption of the Committee's recommendation would enable the Canadian Human Rights Commission to have a mandate to deal effectively with systemic discrimination.

RECOMMENDATION:

Justice Canada should prepare amendments to Sections 7 and 10 of the Canadian Human Rights Act so that they include remedies for the effects of systemic discrimination on visible minorities.

RECOMMENDATION

43



ALLOW CIVIL LITIGATION AGAINST DISCRIMINATORS

Delay: Witnesses appearing before the Committee complained that once a complaint has been lodged with the Human Rights Commission, they lose control of how it is processed. This often results in lengthy delays between the filing of the complaint and its final resolution.

Ruling: Until a 1981 Supreme Court of Canada ruling, it might have been possible for an individual subjected to discrimination to sue the offender for damages rather than taking the case before the Human Rights Commission. But the Court decided that the enactment of such human rights legislation had the effect of preventing any recourse to the civil courts in cases of discrimination on the basis of a prohibited ground.

Option: A person complaining of discrimination should be allowed recourse to the civil courts as an alternative to going to the Human Rights Commission. In this way, he will be able to determine the manner in which his complaint is to be resolved. At the same time, a complainant resorting to the civil courts should not be able to take his complaint to a human rights commission once the civil litigation has been initiated.

RECOMMENDATION:

Justice Canada should prepare amendments to the Canadian Human Rights Act and the provinces should amend their anti-discrimination laws to allow a complainant the option of instituting civil litigation against a discriminator rather than making a complaint to the Human Rights Commission.

RECOMMENDATION

44

ALLOW CANADIAN HUMAN RIGHTS COMMISSION TO REPORT DIRECTLY TO PARLIAMENT

Opposed and Supported: Under the present law, the Canadian Human Rights Commission transmits its Annual and Special Reports to the Minister of Justice, who causes them to be tabled in each House of Parliament. Under certain circumstances, the Minister of Justice may refer studies of human rights and freedoms to the Commission to carry out. Because the Commission investigates complaints involving federal government departments, it often finds itself opposed before human rights tribunals and the courts by lawyers from the Department of Justice representing these departments. In recent months, the Attorney General of Canada, through Department of Justice lawyers, has both opposed and supported the Canadian Human Rights Commission in separate court cases.

Transmits: This state of affairs is perceived as, if it is not actually, a conflict of interest. The Minister of Justice transmits the Commission's Annual and Special Reports and he can ask it to undertake specific studies: at the same time, lawyers in this Department are often in an adversarial position to that of the Commission.

Speaker: In its 1981 Annual Report, the Canadian Human Rights Commission urged that its Act be amended so that it would report to Parliament through the Speakers of both Houses. It also proposed that the President of the Privy Council be designated as the Minister responsible for the Commission.

Other 'watchdogs' of the rights of Canadians, such as the Commissioner of Official Languages, the Auditor-General and the Chief Electoral Officer, are directly responsible to Parliament. Their Annual and Special Reports are transmitted to the Speaker of the House of Commons, in the cases of the Chief Electoral Officer and the Auditor General, or to the Speakers of both Houses, in the case of the Commissioner of Official Languages, and then tabled by the Speaker(s).

Responsible: The Committee believes that the Canadian Human Rights Commission, whose mandate is to ensure that the legal safeguards preventing discrimination are upheld, should be directly responsible to Parliament by reporting to the House of Commons through the Speaker.

RECOMMENDATION:

Justice Canada should prepare amendments to the Canadian Human Rights Act so that the Commission is directly responsible to Parliament.

REVIEW THE LORD'S DAY ACT

RECOMMENDATION

45

Laws: Following a 1903 Privy Council decision which said that jurisdiction over the determination of days of religious observance is federal, Parliament adopted the Lord's Day Act in 1906 and it came into force in 1907. The Act prohibits business to be carried on, as well as professional and entertainment activities, on Sunday unless provincial legislation or municipal by-law permits otherwise.

Negative: The federal legislation has a negative effect on Canadians whose religious day of rest is other than Sunday. Not only must they observe their own Sabbath, but they are required to forego all normal business, professional and commercial activities on a Sabbath other than their own.

Moves: In recent months, there has been litigation in Alberta, Ontario and Quebec in which the Lord's Day Act has been challenged under the Charter of Rights as being in violation of freedom of religion. A November 1983 decision of the Alberta Court of Appeals holding that the Act is in violation of the Charter has been appealed to the Supreme Court of Canada.

RECOMMENDATION:

Justice Canada should undertake a review of the Lord's Day Act to ensure that any religious observance legislation is consistent with Canada's multi-religious character.

DECLARE UNDER INTERNATIONAL RACIAL DISCRIMINATION CONVENTION

RECOMMENDATION

46

Obligation: Canada is a signatory to a number of international agreements supporting human rights including the 1948 Universal Declaration of Human Rights, the International Covenant on Civil and Political Rights and the International Covenant on Economic, Social and Cultural Rights. In 1970, Canada ratified the International Convention on the Elimination of all Forms of Racial Discrimination. This treaty obligates a state party to take a number of steps to eliminate racism and racial discrimination, and to report periodically on its activities to the Committee on the Elimination of Racial Discrimination set up under the Convention.

Recourse: Article 14 of the Convention enables a signatory country to make a declaration to the effect that it will allow individual citizens recourse to the Committee on the Elimination of Racial Discrimination once they have exhausted their local legal remedies.

Hesitant: Canada has not yet filed such a declaration. This country is hesitant because of the strict interpretation of article 4 of the Convention enunciated by the Committee on the Elimination of Racial Discrimination. Article 4 requires state parties to declare racist groups, the advocacy of racial superiority and the incitement to racial discrimination illegal.

Critical: The Committee on the Elimination of Racial Discrimination has been critical of Canadian law in this area and has said that where there is a conflict between article 4 of the Convention and the freedoms of association and expression, it is the latter which must yield to the former.

With Reservation: The Committee understands and shares the concerns of the Government of Canada about the strict interpretation given to article 4 of the Convention by the Committee on the Elimination of Racial Discrimination. However, when Canada ratified the Convention in 1970, it did so without filing a reservation. The Committee believes that Canadians should be given access to all legal recourses possible, both domestic and international, so that they might vigorously combat racism in all its forms. Hence Canada should make a declaration under article 14 of the Convention. To ensure that the freedoms of expression and association as entrenched in the Charter of Rights are respected when any recourse to the Committee on the Elimination of Racial Discrimination is had, the declaration, insofar as article 4 of the Convention is concerned, should be subject to the terms of the Canadian Charter of Rights and Freedoms and the International Covenant on Civil and Political Rights.

RECOMMENDATION:

Canada should, after proper consultation with the provinces, make a declaration under Article 14 of the International Convention on the Elimination of all Forms of Racial Discrimination and specify that complaints under Article 4 should be considered as subject to the protections of the Canadian Charter of Rights and Freedoms and the International Covenant on Civil and Political Rights.

RECOMMENDATION

47

INCREASE THE NUMBER OF VISIBLE MINORITIES IN THE RANKS OF CANADIAN POLICE FORCES

Rules: Visible minorities are often denied opportunities to become police officers because of prejudice, the chill factor and artificial barriers in recruitment. The chill factor describes a situation in which a visible minority person would not apply to become a police officer even though there is no rule which says he should not apply. The visible minority person does not see any visible minorities on the police force and concludes that there is a covert rule or, even if successful, a person would be isolated and a victim of racial discrimination.

The following table indicates visible minority recruitment of regular members in several major Canadian urban police forces at December 1, 1983:

City	Total force	Visible minorities	Percentage
Toronto	5472	15	.27
Calgary	1200	24	2.00
Edmonton	1137	20	1.76
Vancouver	1007	20	2.00
Peel Regional Police, Ont.	735	20	2.72

These visible minority members are, with rare exception, at the constable or entry level.

Special barriers to recruitment exist among baptized Sikhs who are required to wear the turban as one of their five sacred symbols. This custom puts Sikhs at odds with police uniform codes.

Remove: In order to successfully recruit visible minorities into police forces at any level, such restrictions as that mentioned above and others dealing with height and weight must be removed.

Example: The RCMP, being under federal jurisdiction, is in an excellent position to set a good example for all police forces in the country by engaging in a positive recruitment strategy.

Ideas: This can be accomplished by recruiting visible minorities as both regular members of a police force and as civilian community liaison workers, and through the development of specialized units within a given force to carry out community relations work within visible minority communities.

Special: In the recruitment of aboriginal people, the RCMP has already taken steps to include them in its force, in addition to allowing them to stay in their home communities and serve their own people.

The Blood Tribe of Alberta and the Dakota-Ojibway Tribal Council in Manitoba maintain their own police forces with limited power under supervision of a committee that includes the RCMP and the Attorney General's Department.

Others: The Peel Regional Police seem to have taken the cue and are strongly committed to increasing the number of visible minority members in the force through a policy of positive action. They have managed to do this by:

- Prominently portraying visible minorities in their recruiting brochures;
- Arranging for a visible minority person to greet cadets at their headquarters recruiting office;
- Having senior police officials enunciate the policy at public talks and conferences.

RECOMMENDATION:

Solicitor General Canada should increase the representation of visible minorities in the RCMP through the removal of artificial barriers and the initiation of an active recruiting strategy. Other police forces should do likewise.

RECOMMENDATION

48

ESTABLISH CAREER DEVELOPMENT PROGRAMS FOR VISIBLE MINORITIES

Powers: There is a problem of misunderstanding on the part of visible minorities of the purpose and limitations on police powers in Canadian society and a misunderstanding on the part of the police of the cultural attitudes of visible minorities.

Insult: An example of this was an incident where a flag was stolen from a Sikh temple in Edmonton. The police received the complaint in a rather perfunctory way and took a report of the theft under $200. Given the importance of the flag to the Sikh community, they saw the police response as an insult.

Better: The City of Edmonton responded to this situation by creating the Community Services Officers Program. It is an excellent effort on the part of the Edmonton Police Department to alleviate the problems that arise from such misunderstandings as the flag incident. The Police Force decided to employ civilians directly from minority communities, who would not be sworn officers and who would not wear uniforms, to act as go-betweens.

The RCMP has also undertaken such an initiative by developing the Native Policing Program which trains Native Special Constables for a wide range of policing duties on reserves, and occasionally in the cities. They work under the supervision of RCMP officers.

The Ontario Provincial Police (OPP) as well has a program for Special Constables. It represents a lower level position than full members, but is viewed as a positive first step. There are some 190 person years of staffing in this program; 168 are in service and a training class begins this year to fill 21 vacancies.

Ontario also maintains a Native Special Constable Program for policing Indian communities under the supervision of OPP officers. In Quebec, Native Special Constables police Indian communities as an independent police force controlled by an Indian Policing Council.

Success: Although the various police forces mentioned encourage and support the upgrading of the Special Constables, the Committee feels that greater access to full membership could be obtained if there was a clearly defined career development plan within a specified time-frame. At the present time, Edmonton Community Service Workers are hired at the equivalent to the police recruit entry level and there is no provision for rising above it.

RECOMMENDATION:

Solicitor General Canada should establish a career development program for visible minorities seeking to become Special Constables. All other police forces should do the same for visible minorities who are Civilian Community Service Officers.

PROVIDE CROSS-CULTURAL TRAINING FOR THE JUSTICE SYSTEM

RECOMMENDATION

49

Treatment: The Committee heard testimony in several cities of incidents involving the police and visible minority communities which indicated racist attitudes, mistreatment in the arrest of visible minority persons and discriminatory police actions.

Distorted: When a member of a visible minority is being sought by the police, any member of the community may be considered suspect and consequently interrogated. When a visible minority person acts as a complainant to the police, he may in fact end up being the one charged. Some of this behaviour can be attributed to police ignorance of visible minorities and their cultural differences, and not necessarily to wilful racist acts.

Action: There has been cross-cultural and race relations training for members of the RCMP at both the police college recruit training level and at the level of the in-service workshops.

Regina: The RCMP was the pioneer in the area of training programs with its cross-cultural education program for recruits at Regina. It has been expanded and modified to deal with a number of different minority communities. The program is designed to give officers insight into the problems and conditions of a minority community as well as an historical perspective in which to consider minority culture.

Problems arise, however, because such training programs are not a part of the RCMP training mandate and do not have a staff person assigned to them. There is also a lack of enthusiasm on the part of recruits who find enforcement programs more interesting than community work.

Improvement: Despite all this, records of the number of complaints by visible minorities and aboriginal people have revealed a marked decline over time. There is evidence to suggest that work in several detachments has been partially responsible. Based on feedback given by visible minority participants and police trainees, the course has been adapted and changed over time.

Local police departments as well have developed programs similar to that of the RCMP. In 1977, a police training course for the Metro Toronto Police Commission entitled "Policing a Multi-Cultural Society" stressing human rights and race relations was started. Virtually all police officers in Metro Toronto took the course at a local college. A similar program is given to all recruits at the Ontario Police College.

Handbook: In a further development in Ontario, thirteen police forces with the collaboration of the Ontario Human Rights Commission and the Ontario Police College, are preparing a handbook with the working title "Race/Ethnic Relations: A Guide for Ontario Officers". This handbook will provide the basis for a new training program for the OPP and major urban and regional police forces. The provisional sections are:

> Sociological and Historical Background Police and Ontario Minority
> Communities Ontario Minority Community Profiles

Difference: In several other jurisdictions, periodic in-service training is carried out by university personnel, race relations officers, or civilian visible minority community liaison officers for members of those police forces in general. Indications point to an improvement of police-visible minority community relations in some cities as reflected in the situation reports on Williams Lake, British Columbia and Calgary and these training programs are seen to be a contributing factor.

The Minister of State for Multiculturalism has sponsored another variant of police training through the International Briefing Associates. A two-city pilot in-service program will be running beginning in 1984 in Ottawa and Vancouver. Input was received from senior police officials, the city race-relations police sub-committees and the umbrella organizations for city-wide minority groups. This led to specific content and implementation approaches in each city within the common overall program goals.

Evaluation: The Committee is especially encouraged that formal, independent evaluation will take place to indicate if, in fact, attitude and behavioural change is manifested among both police and visible minority communities as a result of the programs. It would be most regrettable if the training made the situation worse and a waste of human resources if they were found to be ineffective.

Sikhs: In the testimony heard by the Committee, a few references were made to accommodating the cultural diversity and cultural differences of visible minorities within the justice system. The Sikh community took particular exception to the use by the courts of the Sikhs' holy scriptures for swearing in of witnesses and requested the return of these sacraments to them. Sikhs are not permitted to swear on a holy book but they are permitted to affirm in the conventional manner.

Language: Although rarely mentioned by witnesses, the Committee was concerned about the way judges might be influenced by the culturally-determined behavior and body-language of defendants. In certain cases, looking down or directing one's gaze is the appropriately respectful behaviour when being addressed by authority as in a court situation. This may be construed as rudeness by a judge or as an admission of complicity or guilt.

RECOMMENDATION:

The Solicitor General of Canada and his provincial and territorial counterparts should provide cross-cultural training for police, corrections administration, prison staff and judicial system personnel.

RECOMMENDATION

50

DEVELOP INITIATIVES TO ENHANCE COMMUNITY INVOLVEMENT IN THE JUSTICE SYSTEM

Plans: The Solicitor General's department has embarked on a program of encouraging the involvement of the aboriginal people in native justice at the national policy, planning and research levels:

> In the Consultation Centre, a Native has been engaged to develop action-oriented, innovative programs concerned with the delivery of service to aboriginal people and to work with aboriginal organizations involved with the justice system.
>
> There is, as well, a Special Advisor, Native Programs, reporting directly to the Assistant Deputy Minister responsible to address the concern of the high number of aboriginal people in the correctional system and to develop pilot projects to confront this situation.

Fewer: Correctional Service Canada has developed a number of programs to ameliorate the conditions of federal inmates who are disproportionately represented in the correctional institutions and receiving proportionately fewer releases than the general inmate population.

Connections: One of these is the Native Liaison Worker program which provides a link between the aboriginal inmate, the institution and his community by giving him a perspective on his situation from within the institution. He is provided with counselling, educational and employment assistance, legal contacts, contact with his family and alternative placements.

Groups: The Native Brotherhood and Sisterhood Program encourages aboriginal inmates to form such groups to sponsor social and cultural activities. Spiritual advisers and elder counselling is also arranged through the use of contacts.

Shelter: Finally, there are community residential centres which function as halfway houses for aboriginal offenders and provide them with supervision, counselling, and room and board. One such location is AIMS House in Vancouver.

Efforts such as these make an unfortunate situation a bit more bearable for the time being. Visible minorities need to understand and work within a system of which, until now, they have been victims if any real changes are to be made.

RECOMMENDATION:

Solicitor General Canada should develop initiatives to involve members of visible minority communities in the planning and administration of correctional services.

RECOMMENDATION

51

ALLOW ALTERNATIVES TO INCARCERATION FOR OFFENDERS

Value: There is value in visible minority communities becoming involved in the administration of justice with regards to the diversion from the courts of accused and speaking to the sentencing of its members who have been convicted of crimes. This is also true in the diversion from the courts of accused and the sentencing of persons convicted of racially motivated crimes or crimes in which racism appeared to be a contributing factor.

Another Way: One approach to diversion is to allow for the convicted person to make restitution to the victim of an offense. Reconciliation may also take place at the level of sentencing in which the judge may make a Community Service Order in lieu of incarceration, to be carried out under a Probation Order and the supervision of a probation officer. Such an order specifies a number of hours of community service to be carried out by an offender, the nature of the service and the organization to be served.

Work: Another alternative to incarceration is the Fine Options Program. Under this program, an offender, in lieu of a jail term for not paying a fine, may elect to carry out community work in which his fine is paid off at a rate of pay approximately equal to the minimum hourly wage.

RECOMMENDATION:

Solicitor General Canada should develop initiatives to reduce the number of offenders in correctional institutions by utilizing alternatives to incarceration.

RECOMMENDATION

52

SUPPORT THE NATIVE COURTWORKER PROGRAM

A Friend: Native courtworkers act as a friend of the court and provide paralegal services for native people involved with the legal system. They act as advocates for native defendants to gain fair and equitable treatment from the legal system and to provide the defendant with guidance and information concerning the facts associated with his case when necessary, in the native language of the defendant.

Facts: In Alberta, there has been a drop in the percentage of native admissions to Alberta Correctional Institutions from 32.8 per cent in 1968-1969 to 11.3 per cent in 1979-1980. In a program review carried out by Fearn and Krupfer, in 1981 of Native Counselling Service of Alberta (NCSA), the Courtworker program was seen as instrumental in this positive change.

No Experience: The NCSA approach has three main target groups for ensuring fair and equitable treatment. They are aboriginal people, personnel in the legal system and the general community. The NCSA assists the families of accused to stay together and deal with the social services system. It serves as a bridge between native people and the system and between native culture and mainstream Canadian culture. Part of this bridging assists native people to conceptualize the Canadian legal system much of which has no equivalent in native experience.

RECOMMENDATION:

Justice Canada should continue to support the Native Courtworker Program and extend it to include members of other visible minorities.

CHAPTER FIVE
MEDIA

LYNDA ARMSTRONG, TORONTO

"What we get in the Canadian media is a fantasy. Worse than that it's an outright lie—especially in advertising.

"One of the ironic aspects about the discrimination that I have faced as a black person, and as a professional performer who happens to be black, is that I am a fifth generation Canadian. My grand-father was a respected member of the Masonic Lodge—the white Masonic Lodge—in Nova Scotia at the turn of the century. Yet his granddaughter in 1984 Toronto has to justify the colour of her skin, and her very worth as a human being.

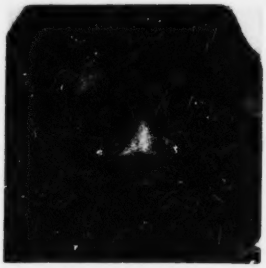
"The WHITE ONLY mentality of the Canadian establishment is weird when you consider that this is one of the most racially diverse societies on earth."

"The WHITE ONLY mentality of the Canadian establishment is weird when you consider that this is one of the most racially diverse societies on earth. Canada is a mosaic. It's a mixed bag, a wonderfully mixed up collection of different colours, different sounds, and different habits from everywhere on the planet. That's the reality.

"But what we get in the Canadian media is a fantasy. Worse than that, it's an outright lie—especially in advertising. The women and men in the commercials are all WASPs. It's so stereotyped and artificial that you don't even see a white person *with red hair*—only blondes and brunettes. The whole advertising industry, both clients and agencies, live in a sterile, out-of-touch fantasy world that has very little connection with the human reality of the Canadian public. Viewers here get a bigger dose of reality for watching American commercials than they do from the daily diet of lily-white, totally predictable commercials from Canadian advertisers.

"Advertising simply reflects what is true about the entire Canadian attitude to mass communication—namely, WHITE SELLS. The president of Labatt's actually said this, these very words, when he was asked why there were no non-whites in his country's commercials.

"The established cultural community in Canada, both English and French, have exactly this same mindset—WHITE SELLS. The politicians and the gurus of the cultural world in this country keep moaning and wringing their hands about the lack of a "strong Canadian identity", and how the big, bad United States is overwhelming us with its commercial culture. If they want to change the situation, they can start by telling the truth about this country. The reason why we have an artistic crisis, a "crisis of identity" in the cultural life of Canada, is because so many writers, playwrights, artists, and directors—and the people who fund them—are all caught up in a lie about WHITE only society. Their work has no appeal and no vitality because it's a lie. It ignores a large segment of the Canadian population where there is a tremendous amount of vitality and creative diversity.



"The mass media, but especially advertising, are very powerful messages about what is considered normal and acceptable in a society."

"The mass media, but especially advertising, are very powerful messages about what is considered normal and acceptable in a society. They have a tremendous impact on young people, and if the young person happens to be non-white, the message is that there is no place for you in this country. Well, isn't that the message that you would get, if you never saw anyone who looked like you in any of these commercials? What has this got to do with me?

"I am so concerned about the media, not for myself, but for my daughter and other young non-whites in Canada. All young people are suffering strains today that were never known before. They worry about having no jobs when they get older, they worry about the lack of meaning in the educational system, and they worry about politicians and militarists blowing everyone up with nuclear bombs. No generation has been under such intense psychological pressure as the children and teenagers of today. Now, add to this the problem of being a non-white in a country where all of the commercial messages are white-only.

"It's deeply troubling and dispiriting for a young black to grow up in a place like Toronto. They have no identity. All of the values of success are white values. All beauty is white beauty. The future is a dead-end when day-after-day you receive the implicit message that your skin colour will prevent you from acceptance and respect, no matter how hard you try.

"I'm a fighter and a survivor, and that's what I want to contribute to young Canadians who are non-whites. The first step is to bring economic pressure on the advertisers to change their policies. As far as I can see, there is only one way to do that—hit them in the pocketbook. We are now working to establish a general boycott policy in the ethnic communities—so that on certain days, all non-whites and ethnics will begin to boycott the products and services of particular advertisers.

"The first step is to bring economic pressure on the advertisers to change their policies. As far as I can see, there is only one way to do that—hit them in the pocketbook."

"McDonald's for example, does very well in parts of Toronto which are largely mixed, or even mainly non-white. Yet their commercials reflect none of this. A boycott for one day, or several days, or a week, will start to hit McDonald's where their deepest understanding lies—in the pocketbook.

"The second step in bringing a sense of identity to our young is to provide them with successful, positive role models. In my own field I continue to do this by creating artistic and theatrical presentations which truly reflect Black culture—and are commercially successful. I do not want charity from the white establishment. I do not expect them to give me anything unless I first provide them with something useful. They earned their money, and I expect to earn mine.

"So I have to keep pushing the Black community to get moving—to come from its roots, and express to Whites all of the richness, creativity, and beauty that it has to offer. If we are good, then BLACK WILL SELL, also.

"I do not want charity from the white establishment. I do not expect them to give me anything unless I first provide them with something useful. They earned their money, and I expect to earn mine."

"I'm just 34 now, so I have a long time to devote to this fight. I find the stupidity, ignorance and unconsciousness of the Canadian establishment frustrating at times, but that's the nature of the challenge that lies ahead. Lynda Armstrong comes from a strongminded line of Canadians. I have opportunities today because of what other black men and women did over the past hundred years. That's motivation enough to work for the opportunities which other non-whites can enjoy in the next hundred years.

MEDIA

Visible minorities find out what society thinks of them, in part, by the way they are portrayed in the media. Many members of majority groups have few interactions with minorities and are more likely to develop images from newspaper stories and television. With the advent of television and subsequent technological advances, media images have become more and more a substitute for social experience. The media therefore play a powerful role in shaping social values and in developing the esteem which groups in the Canadian mosaic have of each other.

Unfortunately, we are so homogenized in the mass media that individuals and groups are usually presented as a single North American type. Canadians of southern and eastern European origins are under-represented, although less so in Canada than in the United States, and visible minorities are practically invisible. The media are very far from the goal "of making Canadians visible to each other". Our very advance to the forefront of communications technology brings with it a threat to our identity as a nation, not to mention to ethnic groups within the nation. However, the multiculturalism policy of Canada clearly distinguishes us from the melting-pot society of the United States, our main source of assimilation by media. The Committee believes that multiculturalism and multiethnicity comprise an essential feature of Canadian identity, and that the delineation of this feature by the media is strategically important in defending our national identity as well as in building our national unity.

In support of Canadian identity and unity, the media should first remove within its own institutions barriers to the full participation of visible minorities, and second, should portray visible minorities to the whole society in an adequate and fair manner. Promising models of this were found by the Committee in recent initiatives undertaken by a radio-television organization (the Canadian Broadcasting Corporation), a radio station (CKFM of Toronto) and a daily newspaper (The Toronto Star).

- Recognizing how few visible minority persons are employed in the broadcast media, the CBC commenced in the fall of 1983 a special program to train a group of eight such persons, without however, any commitment to employ them on completion of training. Some 850 persons applied to be trained, of whom 150 were deemed worthy of being interviewed for possible selection.

- Following protests about a racist remark made by an announcer in August 1982, radio station CKFM of Toronto set up a community advisory board to improve its staff's understanding of minority groups in the area it covered. The station hired a minority journalist and has been rejecting advertisements which reflect negatively on ethnic minorities.

- The Toronto Star has made an audit of its staff to determine the under-representation of visible minorities and has reviewed its hiring procedures. Besides improving its coverage of ethnic minorities, this daily has instituted a policy of not mentioning the race of a person unless it is directly relevant to the report.

Some progress has been made in recent years, and one milestone has been the conference on Visible Minorities and the Media, convened by the Multiculturalism Directorate in Toronto in October 1982. There was a fruitful exchange of views between professionals in the broadcasting and advertising industries and advocates for and of visible minority communities. The conference arose out of the concern shown by community groups for more than a decade about racism in the media - a concern which was reflected in nearly all the situation reports on race relations commissioned by the Directorate in early 1982. The Committee appreciates the ferment that is taking place, and has observed changes in the media even in the short time it has been in existence. However, we feel that on the whole the media, including the newspaper industry, which was not covered by the conference above, have not only been slow in initiating change but in many areas have lagged behind the Canadian people in positive attitude changes towards visible minorities.

RECOMMENDATION

53

PROMOTE HARMONIOUS RELATIONS AMONG CANADA'S ETHNIC AND RACIAL GROUPS

The press and other media, like many other Canadian institutions, have not yet fully integrated into their working principles the decade-old government policy of multiculturalism. The concept of multiculturalism is contradicted regularly and flagrantly, if unintentionally, in the current practices and products of media institutions.

Exception: Since 1979, Radio-Québec has featured the program Planète, which presents interviews and documentaries on the historical, social, cultural and economic life of approximately 20 minority communities in Quebec. The program, produced in the language of the particular group and subtitled in French, permits an interchange with the wider community.

Update: It is time for the Government of Canada to update its communications policy, especially in respect of the broadcast media, to set a clear course for the communications industry.

National Unity: The Broadcasting Act of 1967-1968 required in clause 3(g)(iv) that the national broadcasting service should "contribute to the development of national unity and provide for a continuing expression of Canadian identity." At that time, however, it is likely that the concept of national unity almost entirely meant Anglo-French unity, and that Canadian identity may at best have encompassed Third Language communities. It is most unlikely that the visible minorities were interpreted to have a place in these concepts at the time.

RECOMMENDATION:

The Department of Communications, when drafting the proposed new Broadcasting Act mentioned in the recent Speech from the Throne, should explicitly charge the Canadian Broadcasting Corporation to contribute to the development of national unity by promoting harmonious relations among the ethnic and racial groups which make up Canada's population.

RECOMMENDATION

54

ASSOCIATE THE ARTS WITH CANADIAN MULTICULTURALISM

Influence: The Committee is primarily concerned with the effects of media on the participation of visible minorities in Canadian society, but is also aware that government policies regarding the arts have a significant influence on the media.

Dilemma: Arts and culture programs in Canada have accorded a special place to aboriginal peoples, recently transcending the paternalism of earlier periods, but other non-white minorities and some white minorities continue to be largely ignored. In our view, the latest review of Canadian cultural policy by the Applebaum-Hébert Committee did little or nothing to redress this situation. The basic dilemma is that arts officials aim at ethnic neutrality in programming, but the effect of ethnic free programming and policy in Canada has been to discourage the participation of minorities in the arts.

Standards: In the criteria of artistic programming, there appears to be an assumption that high standards in Canada are essentially Anglo-French. Often there is an appeal to international standards, but these appeals are ultimately to classical European standards which further reinforce Anglo-French standards in Canada. The fine arts appear to be exempt from Canadian multiculturalism, and by implication, multiculturalism is applicable only to folk arts and crafts. It is seldom acknowledged that minority cultures have "high" art that deserves a place in Canadian cultural institutions.

Amateur: A drama director from Montreal explained to the Committee that the Canada Council's insistence on serving professional artists has had the effect of discriminating against minorities. Since minority artists receive very few grants or other services from the Canada Council or such bodies, the implication at the official level was that arts in the minority communities were amateur by standards as well as by mode. The Canada Council's view has been ethnocentric because it fails to consider that arts in minority communities are executed less often for remuneration and more often for social purposes. Communal participation in arts is often encouraged in minority communities as opposed to the individualism implicit in the Council's conception of the professional artist.

Less accessible: The longstanding dichotomy in Canada between high art (British or French in origin) and folk arts (originating in other cultural communities) was sharpened by recent administrative changes. Responsibility for the arts shifted to the Department of Communications, which administers the major cultural agencies. At the same time, the Department of Secretary of State retained responsibility for cultural retention in the minority ethnic communities, which comprise about one-third of Canada's population. Writers and artists in both the visible and non-visible ethnic minorities generally feel that programs of the Secretary of State are accessible to them, while programs of the Department of Communications are much less accessible.

RECOMMENDATION:

The Department of Communications should require its major cultural agencies and agencies reporting to the department to support multicultural arts.

RECOMMENDATION

55

REQUIRE "CANADIAN CONTENT" TO INCLUDE ELEMENTS OF CANADIAN MULTICULTURALISM

Wider: A key concept in cultural policy, especially with regard to television programming and the making of feature films, is that of "Canadian content." The Canadian Black Performers Association stated that they understood "Canadian content" to have an essential element of multiculturalism, and that the use of multiracial cast and even technical personnel would be a way of quantifying this element. They suggested additional tax incentives could be granted to film-makers who pursued Canadian-content objectives to the extent of using Canadian personnel from racial minorities. The Committee feels this suggestion merits further study, with a view to wider application.

RECOMMENDATION:

The Department of Communications should define "Canadian content" in film, television and other media as including a dimension of Canadian multiculturalism.

RECOMMENDATION

56

MAKE PRESTIGIOUS ANNUAL AWARDS IN AREAS WHICH CONTRIBUTE TO HARMONIOUS RACE RELATIONS

No Expectations: Since racism has deep roots in our society, we should not expect institutions and individuals to change overnight, especially those who are involved in culture, education and information.

Changes: Racism has always been an issue in Canadian life, at least since the European settlement of the land, but it is only in the past two decades that demographic changes have given prominence to race relations in nearly every urban centre in the country.

Defensive: Media personnel and media output, however, have remained largely ethnocentric until now. Taking heavy criticism from both opponents and proponents of multiracialism, many media institutions appear to be on the defensive, unsure of and unwilling to deal with sensitive racial issues. Representatives of the media who communicated with the Committee appeared unwilling to accept a leadership role for the media in improving race relations in Canada.

Obvious: While a few media personnel and perhaps even institutions are in principle opposed to multiculturalism and multiracialism, the vast majority of Canadian media are definitely not. Given time, these institutions will perceive ethnic and race relations as a major contemporary issue to be neither downplayed nor overplayed, and with community encouragement, will accept that racial harmony is as obvious a national goal as clean air or physical fitness.

The League for Human Rights (B'nai B'rith) has a Media Human Rights Award which has been presented annually for the last nine years to the radio, television and print media. An award and an honourable mention are given in each of the media categories. The award is in recognition of those journalistic efforts which best contribute to the furthering of human rights.

Excellence: There is a need to motivate the press and other media to take a leadership role and to achieve excellence in dealing with race relations.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should assist more non-governmental organizations in making prestigious annual awards for reportage, documentary, advertising or other areas which contribute to harmonious race relations.

RECOMMENDATION

57

STRESS CROSS-CULTURAL COMMUNICATION IN ALL ASPECTS OF THE MEDIA INDUSTRY

On the Fringes: On the whole, visible minorities deeply desire to participate in Canadian society, but for various reasons they feel restricted to the fringes of society or alienated from its mainstream. Many witnesses reported that such feelings of alienation were sharpened rather than relieved by the mass media. The Committee was struck by the comment: "While each of us as citizens may believe ourselves to be 100 per cent Canadian, others often, with eyes to see and ears to hear, do not share that view."

Sensational: The media generally ignore visible minorities, failing to report their activities of great or not-so-great importance. Events of cultural significance or leisure that are covered for the majority, such as fishing derbies, model railroad shows or stamp exhibitions, do not have a counterpart in the coverage of visible minority groups. On the few occasions when reporters cover visible minorities, they seem most interested in the sensational quality of an event or in the exotic characteristics of the persons involved. Alternating between denying or exaggerating their presence, the media create a strong psychological barrier between visible minorities and the rest of Canadian society.

Research studies commissioned by the Multiculturalism Directorate confirm the under-representation as well as the misrepresentation of visible minorities in the medium of television. A 1980 study showed no negative features were attributed to nonwhite characters, but their roles seemed limited in respect of socio-economic status, occupation and dramatic interest. Analysis of news items in this same period indicated that all the broadcasters shown on air were white. In a report released in 1984, Professor Gary Granzberg found that in 360 hours of prime-time television, visible minorities were often misrepresented. They were generally younger than other characters, less gainfully employed, less maritally stable, less virile, less heroic and less important than other characters. Minorities tended to be depicted as victims of violence far more than in real life, and fewer were shown participating in the good life than is the case in reality.

Lacking: Media professionals have not been trained to cope with the multicultural society which urban Canada has become. While schools have set up courses in multicultural education, the schools of journalism have done nothing similar. Human service workers in many cities have set up in-service courses to sensitize themselves to the values of their multicultural clientele, but journalists as a professional group have not done so.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should support in-service training in cross-cultural communication for media professionals and schools of journalism should provide mandatory courses in this area for student journalists.

RECOMMENDATION

58

ENCOURAGE THE HIRING AND TRAINING OF VISIBLE MINORITIES WITHIN ALL AREAS OF THE MEDIA

The absence of visible minorities in the media is not unrelated to their absence on media boards, commissions, self-regulating bodies and media staff.

People, even professional communicators, are naturally interested in their own kind. This is not to deny the possibility or desirability of white communicators becoming interested in the activities of visible minorities, but how does this develop when their professional ranks and their daily working environment seem closed to all but a few exceptional visible minorities?

All Levels: Visible minorities should not be hired only or even initially to fill the more visible positions in the media, e.g., news announcer. This will readily be recognized as tokenism, and in the long run, will perpetuate the misrepresentation of minorities in the media. To achieve adequate as well as fair representation of visible minorities in the media, persons from these groups should be employed at all levels of the media system. They should write the news as well as read it; they should be behind as well as in front of the cameras; they should be in the editorial rooms as well as in the streets.

RECOMMENDATION:

All media should hire and promote minority persons to all levels of their staff, providing training where necessary, and suitable persons from visible minorities should be appointed to management, boards and self-regulating bodies.

RECOMMENDATION

59

IMPROVE THE QUALITY OF INTERNATIONAL REPORTING

Negative portrayals of visible minorities occur most commonly in local and foreign news reporting.

Images: As for foreign news, the perceptions of Asia and Africa as places of poverty and filth, inculcated in the Canadian school system, carry over easily into the reporting of these places. Charitable institutions have perpetuated these images of destitution in their appeals for aid money, with posters of emaciated and ragged children.

Impressions: The cumulative effect of such international reporting is to make Canadians very negative about persons of Asian and African descent in Canada. Sometimes the press itself connects foreign and local events in a very impressionistic way. For example, the Federation of Sikh Societies of Canada told the Committee of a newspaper report on violent rebellion in the Punjab, placed beside a report of a Sikh male allegedly raping a white female in Canada. The same size of type was used to headline both stories.

Overtones: Another concern identified by some witnesses was the tendency of the media to portray some foreigners in stereotyped fashion. For example, the Canadian Arab Federation complained bitterly about the overtones of fanaticism and violence which characterize reporting from the Middle East. They pointed out that Arabs who carry out raids were termed terrorists, while Israelis engaged in the same activity were termed commandos. Partly reflecting Western resentment of the oil cartel headed by Arab nations, newspaper cartoonists indulged in their penchant for caricatures by drawing greedy sheiks and bomb-throwing guerillas. On the other hand, there has been criticism of the allegedly biased media coverage of the Israeli incursion into Lebanon in 1982.

RECOMMENDATION:

Media institutions should expand their international reporting as recommended by the recent Royal Commission on Newspapers and improve the quality by broadening the perspectives of their editors and correspondents.

RECOMMENDATION

60

SET STANDARDS FOR REPORTING ON VISIBLE MINORITIES

Identify: A common practice in local reporting is to identify without any justification the race of criminals or crime victims if they happen to be visible minorities. In a notorious case of child abuse, the mother's place of birth was mentioned early in the story, identifying her as a visible minority, while the birth place of the father, a white man, was not mentioned at all.

Lurid: Sometimes photographs of the accused in minor criminal cases identify them as visible minorities when this is not done in the story. In addition, crime in minority communities is often reported in a lurid and impressionistic manner.

Reinforces: Racial overtones are also conveyed by the selection of photographs that accompany an article. For example, a leading Canadian newspaper ran an article on its front page about the plight of welfare recipients in the United States, using a photograph of a black woman. In the continuation of the article on an inside page, another photograph, that of a black man, was used. The words did not discuss the race of the welfare recipients, but the pictures conveyed the message that Black people are the predominant or sole consumers of American welfare dollars, when in fact, whites comprise 80 per cent of welfare cases. The visual message clearly reinforces the erroneous belief of many Canadians that visible minorities are on welfare more often than not.

Position: Racial overtones can also be conveyed by the positioning or layout of news items. For example, the same newspaper ran three brief news items about criminal acts and about imprisonment. Each item involved a Native or East Indian person. Each item in itself was unbiased, but they followed each other in one column, thus giving the impression that certain races can constantly be associated with crime and imprisonment. Here we have the feeding of another negative stereotype of visible minorities.

RECOMMENDATION:

Press councils should increase their capability to deal with racist reporting and set standards for reporting on visible minorities for the print media.

RECOMMENDATION

61

ENABLE VISIBLE MINORITY GROUPS TO MONITOR THE MEDIA

Anxiety: Visible minorities are usually ignored by the media, but on the few occasions when they are presented, the presentation is often negative, or at least, not normal. In fact, visible minorities live in daily dread of what they will find communicated about themselves and their communities whenever they open the newspaper or turn on the radio or television.

Reports: Racism in the media was demonstrated as a frequent and intense concern in the situation reports on race relations commissioned by the Multiculturalism Directorate in early 1982, and nearly every brief presented by a visible minority group to this Committee contained criticism of the media. The outpouring of complaints amounted to an indictment of the media as a source of cultural distortion in Canadian life.

Sensitive: It may be that the media only reflect an increase of racism in Canada or are giving more attention to the same degree of racism, or that visible minorities have become more sensitive to the media. We would keep in mind that racial distortion occurs even when communicators make an attempt to portray racial diversity. That is to be expected. Communicators, who all their working lives have operated in a one-culture environment, cannot overnight depict racial minorities in a normal or natural manner.

Vestige: Racial distortion may be an unintentional vestige of our history. But we should not forget that there remains an underlying current of racism among an active minority within the Canadian society, with a 1981 Gallup poll showing 31 per cent of Canadians generally agreeing to support organizations that work towards preserving Canada for whites only. Nor should we ignore media personnel and institutions who use the media as powerful instruments of prejudice.

Action: Blatant prejudice in the media is best countered by those most affected. In fact, community response to racism by the media has proven more effective than official action in many cases. For example, when a television station broadcast a documentary that portrayed all ethnic Chinese students as foreigners taking unfair advantage of Canadian higher education, it was the sustained protest of the Chinese community that drew attention to the facts and forced the station ultimately to admit the falsity of the program.

Watch: In countering sexism in the media, local women's groups have proven to be very effective. The experience of Media Watch, a women's group that monitors the media nationally, is useful to visible minority groups concerned with media racism. We believe such groups would, with modest financial and technical assistance, be dynamic and vigilant to the numerous aspects of racism currently inherent in the media.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should facilitate the establishment of a media watch by visible minority organizations.

RECOMMENDATION

62

PROMOTE ADVERTISING AND PROMOTIONAL MATERIAL THAT REFLECT THE MULTICULTURAL DIVERSITY OF CANADA

Alienation: In advertising, visible minorities do not usually see themselves portrayed as a part of society. A significant and persistent omission is the portrayal of aboriginal peoples in conventional societal roles. The underlying message of the advertisements that bombard us daily is that visible minorities seem to have no place in Canadian life - a message to which the children of visible minorities are very susceptible. The traditional marginality of visible minorities is not only maintained, but the seeds of alienation and hostility are sown among the next generation of minority young who perceive their presence in Canadian cities as being denied daily. As well, majority youth become accustomed through advertising to a world where visible minorities are not allowed.

Research studies confirm the general impression that visible minorities are severely under-represented in advertising. A survey by Professor Stanley Elkin for the Ontario Human Rights Commission in 1971 on The Employment of Visible Minority Groups in Mass Media Advertising showed that only 3.7 per cent of the television commercials observed had a minority group performer, who was shown mostly in crowd or group scenes or in secondary roles.

Commercials: In 1977 a study commissioned by the Canadian Consultative Council on Multiculturalism found that, of 2,064 persons counted in the commercials observed, only 48 were members of visible minority groups - 24 Blacks and 24 Asians. Of these, the majority were children. Both studies also dealt with newspaper and magazine advertising and concurred that these advertisements did not include visible minorities in any meaningful way except where foreign airlines or holidays were being advertised.

The Crowd: A 1982 study commissioned by the Multiculturalism Directorate covered 617 commercials selected in consultation with the Advertising Advisory Board. Ten per cent of the commercials contained visible minorities characters, but these characters were most often part of a larger crowd, and the majority of the visible minority characters in the crowd were children.

RECOMMENDATION:

The advertising industry should work towards adopting a policy of having all advertising and promotional material reflect the multicultural diversity of Canada and towards setting standards for portrayal of visible minorities in advertising similar to its standards for portraying women.

RECOMMENDATION

63

DEVELOP STANDARDS FOR DEPICTING VISIBLE MINORITIES IN ADVERTISING AND BROADCASTING

Convenient: Visible minorities are frequently stereotyped in advertising. Advertisements appeal to what is generally well-known in society, and their creators often find racial stereotypes and racial jokes convenient to use. Such advertisements not only embarrass, but reinforce, stereotyping in the society.

Characterized: Advertisements often portray Blacks in low-status occupations or as entertainers and athletes. Chinese and Japanese are frequently characterized as cooks or martial arts exponents. Visible minorities are usually excluded from lifestyle commercials, for example, advertisements showing Canadians in leisure activities. Visible minorities are rarely shown in association with expensive items such as automobiles or large home appliances. Very often visible minorities, especially children, are portrayed in advertisements as needy people in distant places depending on charity.

Persuasion: It is interesting to note that the Advertising Advisory Board has been able to persuade some retailers to withdraw offensive advertising. Persuasion by Human Rights Commissions and community groups has also been successful, for example, in the case in Nova Scotia of an escort agency named after the Suzie Wong of movie fame. However, a determined Ukrainian businessman was able to defy an appeal by the Ukrainian community to the British Columbia Human Rights Commission to stop him from calling his food chain by the name Hunky Bill.

Declined: The Committee commends radio station CKFM of Toronto and other broadcast media for declining commercials deemed to be offensive. CKFM expressed to the Committee its willingness to discuss these commercials with other stations.

RECOMMENDATION:

The Advertising Standards Council should develop a code for depicting visible minorities in print advertising.

RECOMMENDATION

64

MASS MEDIA

CONTINUE RESEARCH INTO THE CONSUMER ATTITUDES OF THE MAJORITY TOWARD VISIBLE MINORITIES IN ADVERTISING

Merit: The unwillingness of the North American advertising industry to appeal to visible minorities stems from the belief that they have low esteem in society and low purchasing power as a group. This leads to the conclusion that the association of visible minorities with products being advertised does not help sales. It also implies that, independent of their social status or numbers, visible minorities do not merit being part of national advertising or having special advertisements created for their communities. These beliefs combine to effect the virtual exclusion of aboriginal people from advertising.

Potential: The consumer potential of the visible minority communities in Canada is largely unknown. Official figures do not exist, largely due to the government's continued reluctance to ask questions based on race in the Canadian census.

Possible: At least one market research company, however, has recently investigated the ethnic and racial markets in Canada, and it believes advertisers and advertising agencies have seriously underestimated the potential of these markets. It seems possible that the Canadian advertising industry has been infused with American concepts of minority communities as poor and uneducated. However, since the point system was adopted by Canadian Immigration, we can expect that the majority of black, brown and yellow immigrants since then have high educational qualifications.

Compliance: The advertising industry is quick to point out the limits of its ability to contribute to the redress of racial prejudice. Agencies must comply if clients do not want visible minorities appearing in their advertisements, and advertisers are not sure Canadian society has arrived at the stage where visible minorities are more of an asset than a liability in advertising their products.

Compare: Realizing this, the Multiculturalism Directorate invited the Advertising Advisory Board to participate in a research project comparing the response of white and non-white viewers to commercials containing only white characters and commercials containing multiracial characters.

Significant: The Ontario government's Task Force on the Portrayal of Racial Diversity in Government Advertisements and Communications also commissioned an investigation of reactions to two versions of one of its television advertisements, one with white characters only and one with a multiracial cast. Both the federally and provincially sponsored research concluded that the race of the characters was not a significant factor in the reactions of the viewers. To what extent these conclusions are convincing to the advertising industry remains to be seen.

Study: Some progress has already been made since 1971, when the Elkin report to the Ontario Human Rights Commission first raised these issues officially. Both the advertisers, through the Association of Canadian Advertisers, and the agencies, through the Institute of Canadian Advertising, have in the past year struck subcommittees to study the issue. Community groups in Toronto have met with the subcommittees.

In the catalogue advertising of a few large retailers, visible minority models are beginning to appear, and a few large corporations have been alerted to the issues for some time.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should support research into the attitudes of the majority toward visible minorities appearing in advertising, and basic demographic and consumer information on visible minorities should be made available.

RECOMMENDATION

65

ENCOURAGE GOVERNMENTS TO ADOPT A MULTIRACIAL POLICY IN ADVERTISING AND COMMUNICATIONS

$30 million: The volume of government advertising is sufficient to exercise considerable leverage on the advertising industry. In the last fiscal year, the federal government issued contracts for $30,450,600 as part of the total expenditure for advertising.

More: Among provincial governments, Ontario was ranked as the sixth largest corporate advertiser in Canada, spending more than General Motors. While governments have to publicize their services and programs as efficiently as corporations advertise their products, governments do not have to cater to racial prejudice which may be inherent in the consumer market. Governments, and to some extent Crown corporations, can incorporate social goals such as multiracialism into their advertising and can provide leadership in this respect to private sector advertisers.

Task Force: Responding to the protest of minority groups in early 1980 that its advertising excluded non-whites, the Government of Ontario established its Task Force on the Portrayal of Diversity in Government Advertising and Communications, and subsequently adopted the policy that "the advertising and communications of the Government of Ontario and its agencies, boards and commissions should portray the racial and ethnic diversity of Ontario." In October 1982, the federal Cabinet approved Guidelines for the Representative Depiction of Visible and Ethnic Minorities in Government Advertising and Communications, following its decision in March 1982 that "the depiction of Canadians should be representative of the ethnic and racial diversity of the country" in all federal government advertising.

Government advertising, both federal and provincial, has not to date adequately represented visible minorities.

RECOMMENDATION:

All levels of government, including Crown corporations, should adopt a multiracial policy in advertising and communications and should provide adequate resources, such as training, monitoring and evaluation, for the successful implementation of the policy.

RECOMMENDATION

66

INCLUDE VISIBLE MINORITIES AND OTHER MINORITY GROUPS IN BROADCASTING TECHNOLOGY PLANNING

Access: The mass media are the most important means by which a society communicates. In a democratic system, equality of access to the media should be guaranteed. This would in great measure ameliorate on a social level the divisions based on class, religion, culture and race. However, private and public media institutions do not at present ensure suitable access by all social groups in the society, notably by ethnic and visible minorities. We commend the Department of Communications for planning broadcast facilities, separate from the CBC, to be operated primarily by aboriginal people in the far North. However, urban minorities do not have sufficient access to the media.

Mainstream Presence: In addition visible minorities do not have a presence in mainstream programming. Apart from the ethnic press, ethnic broadcasting on a commercial basis has emerged in our largest cities, where programs are conducted in various languages. However, there has been very little programming in English or French that would attract a multicultural or even mainstream audience. One of the few examples is the CBC's attempt to produce programs on behalf of aboriginal people, such as the radio series "Our Native Land", and on behalf of other ethnic and racial minorities, such as the radio series "Identities".

Programming: The Committee believes broadcast programming concerning ethnic and racial minorities needs to be co-ordinated along the following lines:

> programming dedicated to the development of the minority communities;
>
> programming dedicated to the integration of the minority communities, especially new immigrants;
>
> programming dedicated to the understanding of the minority communities by the mainstream community.

Marginal: Canada is recognized as a world leader in many areas of telecommunications. The new broadcasting technology has the potential to extend minority access to the media by facilitating the decentralization of broadcasting systems. However, the financing and regulation of the new technology could exclude minorities more than before or render their participation marginal and innocuous. For example, minorities have taken advantage of the requirement that cable stations devote some time to programs sponsored by community groups, but the budgeting and scheduling of these programs permit only a miniscule audience for them.

Telidon: One area in which Canada has taken the lead is the new technology of interactive television. Telidon is the Canadian name given to both the technology and the service. It is available in two forms, videotex and teletext, and offers a wide-range of services. Telidon videotex is a two-way interactive system whereby the user can send or receive information via a telephone line, coaxial cable, satellite or fibre optics. The information is displayed on a modified television set, a videotex terminal or a home computer. Telidon teletext is a one-way system which broadcasts information and graphics over an ordinary television set equipped with a decoder. Telidon can provide such services as home learning, banking and shopping, stock market information, news, weather, sports, electronic publishing, data processing, two-way message communications, telemail and computer games.

Opportunity: Since 1978, the Department of Communications has been involved in the development of Telidon. The program is funded by the federal government and by over 300 companies in the private sector. It would appear that this program provides an ideal opportunity for the federal government to take advantage of new developments in communications technology to extend minority access and services, for example by including such items as immigrant services and multicultural events in its information packages.

RECOMMENDATION:

The Department of Communications should ensure, in developing its long-range strategy for broadcasting and communications, that visible minorities have equal access to the new technology and that their concerns are represented in broadcasting content.

CHAPTER SIX

EDUCATION

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METRIUS MANOLAKOS, MONTREAL

graduate of our Greek schools probably better equipped for nadian society than many dividuals who are members of e two majority cultures."

Greek community in Montreal has created a school system over the hirteen years which is now serving as a model for other ethnic comties. The accomplishment lies in being able to strengthen our Greek ge while enabling our young people to become active participants in he English and French speaking cultures. In fact, I think most people l agree that *a graduate of our Greek schools is probably better ped for Canadian society than many individuals who are members two majority cultures.*

ou have to understand how bad the situation was prior to 1971 to get ll impact of our success. The Quebec government historically put all en who were not Roman Catholic into the Protestant schools. In real, therefore, you saw Greek students at the high school level end- in Montreal High or Baron Byng.

the school population swelled after the Second World , a lot of young Greeks got lost in the system."

ntil the Second World War, this arrangement did not work too badly, se there were small numbers of immigrants compared with the situaollowing the war. Many of the Greeks, including myself, had been in Canada, so we grew up in a gradual process of integration into real society. By 1950, the influx of immigrants increased dramatiand this swelled the enrollment in the Protestant schools. A lot of Greeks got lost in the confusion which followed.

he most part, their parents were taken up with the business of finanrvival, and the teachers were overburdened with the big classes. In e, teachers take a strong hand in guiding and disciplining students, arents automatically expect them to provide any kind of direction or ction that is needed. When they came here, they assumed that the ls would take the same kind of responsibility, but it did not happen.

You had an unfortunate situation where there was no communication among teachers, parents or students. Essentially, a Greek student, unless he happened to come from an unusual family, or attract the interest of an unusual teacher, was left to drift through the system.

A further problem was the liberalization of school curricula in the 1960's. Until that time, even though they were neglected, the Greek students at least came into contact with the basics of education—language, grammar, mathematics, history, geography. But with the new approach, students were told that they could choose their own path through school. What happened was that the immigrant children usually chose the easiest path, with the result that when they reached high school graduation, they were unfit for post-secondary education.

"In 1971, only 4% of our high school graduates went to the university. Today, our special schools send 84% of graduates into post-secondary education."

In 1971, when I became president of the Greek community, only 4% of our high school graduates were going on to university. This had nothing to do with innate ability or intelligence.

The turnaround of this situation is an interesting one. Since 1925, we had in the Greek community a little institution known as the Socrates School. Its original purpose had been to encourage a better kind of integration of Greek people into the English culture. But at the end of the 1960's it was little more than a ghetto school, which reinforced the disabilities that our young people were experiencing.

We decided to use this Socrates School as the foundation for a new experiment in ethnic education. From the Quebec government we received the permission to establish a trilingual curricula, with all class instruction in French. In addition to granting permission, the government also agreed to pay 80% of our costs to run the school. What followed over the past thirteen years has been the development of a school system which now has four schools and accommodates more than 20% of all Greek-speaking students in greater Montreal. From 171 students in 1971, we reached 265 in 1972, and now have over two thousand. Last year 84% of the high school graduates in our system went on to university or college.

The consensus is that our system teaches French as well as either of the Catholic or Protestant systems. After we had been in operation for four years, I had the pleasure of guiding the Quebec deputy minister of education on a tour of our schools. It was a moving experience for me, when in class after class the children answered her questions in superb French. I had to look away to hide the delight I felt. And the children also achieve a high competency in English, and their native language which they learn at home is continually reinforced.

“The consensus is that our system teaches French as well as either of the Catholic or Protestant systems in Montreal.”

The discipline in the schools is firm, because that is what Greek parents want for their children. We expect students to be well-behaved and well dressed, and we are supported by the entire community in maintaining these standards.

As a result of our success, two things have now happened which provide opportunities for other ethnic communities across. First of all, the Quebec government has granted us status as an ‘associate system’ on equal footing with the Catholic and Protestant systems. Secondly, other communities—Jewish, Armenian, and Hungarian—have created similar schools based upon our experience, and have been granted similar status as associate systems. Our model has been studied throughout the Montreal area, and I have personally spoken to groups throughout the country about our methods and success. The Greek community in Toronto, with our assistance, has created a similar educational system.

“We are a multicultural country, but this fact is not reflected in the ruling structures of Canada.”

For me, all of this leads to a more equal footing for minority people in Canada. Right now, more than 30% of the population is outside of the French and English majority cultures. We are a multicultural country, but this fact is not reflected in the ruling structures of Canada. In the Crown corporations, boards, directorates, senior government circles, you see very few ethnic persons. If they are there, too often they are tokens who do not represent their communities. These groups of people rule the country, and they must now open their doors to a large portion of the population who have been systematically denied access. That is the goal of our educational system, to continually educate our Greek children so that they are equal and superior in the skills needed for leadership in Canada. We are doing our part, and now the business and government leaders in the country must change their thinking, so that educated Greeks and other minorities can truly contribute what they have to offer.

EDUCATION

The Committee recognizes that Education falls under provincial jurisdiction and is reluctant to make recommendations in this area. However, the vast majority of the briefs received and the presentations made to this Committee as it travelled across Canada looked to Education to make a major contribution to ameliorating race relations and increasing the participation of visible minorities in Canadian society. As a result, the Committee did not feel it could ignore such significant input. Where appropriate, the federal government should link transfer payments to the Provinces to the recommendations in this chapter. This chapter examines the major issues brought to the attention of the Committee, including: the importance of race relations policy at the Board and school level; accommodating school practices to cultural diversity; relations between the home and the school; student leadership programs; methods for responding to racial harassment; assessment of students for placement; the evaluation of textbooks for bias; materials for developing more positive student attitudes; improving teacher education; early childhood education; and post secondary education. Where possible, solutions are directed to the appropriate authorities.

URGE SCHOOL BOARDS TO DEVELOP A RACE RELATIONS POLICY

RECOMMENDATION

67

Sensitivity: Throughout Canada, many school boards, administrators and teachers are trying to create learning environments characterized by sensitivity, tolerance and respect.

Room for Improvement: It appears, however, that this is not true everywhere and that there is need for improvement in the policies and practices of various school boards.

Lack of Programs: Attitudes that are detrimental to the fostering of a multicultural learning environment are a major concern of many school boards. There has been modest success in attempting to reduce racial prejudice by changing attitudes. This problem is compounded by the lack of programs available to those whose racial outlook affects the attitudes of many others.

Behaviour: It is the feeling of the Committee that changing behaviour is much more efficient than attempting to change attitudes. People, when required to change their actions, often will bring their attitudes into line to avoid inconsistency.

Goals and Priorities: It seems obvious that school board policy must reflect the influence of the community of which it is a part. If the board is to change its behaviour, then those responsible for setting community standards must do so as well. Both must agree on a set of goals and priorities that enhance the chances for racial harmony and academic excellence.

Methods for Accommodating Community Participation: The Committee calls attention to a model for participation developed by Keith Sullivan of the Atlantic Institute of Education. He developed a set of guidelines for systematically gathering information on the goals of education for four groups: Acadians, Blacks, non-status Indians and status Indians. His study revealed that the four groups agreed on a set of eight goals, although their priorities were different. Such information can assist schools with different clientele to formulate policies and programs with different emphases.

Other Efforts: The Committee has also learned of actions taken by school boards in Toronto and Vancouver. The Toronto Board of Education called for a report which investigated the manifestation of racism within the school system, and suggested appropriate action to be taken against it:

> A subcommittee on race relations was established.
>
> The subcommittee developed three issue papers on race relations in the school: one for the system, one for the students and one for the community.
>
> Consultations were conducted through city-wide meetings, local area meetings, and visits to secondary and elementary schools.

The Vancouver School Board held a series of public meetings in order to ascertain the wishes of the community on race relations:

A race relations policy was established. The success of the Vancouver model of development can be attributed to support from ethnic groups, an approved policy and guidelines in place, ongoing curriculum and professional development programs; and staff specifically assigned to meet program needs. Each year each school is asked to outline their race relations program.

Both the Toronto and Vancouver programs had strong trustee commitment.

Required Knowledge: Both cities were able to implement a set of complicated policies over time in communities with widely diverse groups and interests. It is the opinion of this Committee that what was achieved in these cases should be made known to others. The promotion and acceptance of cultural differences is a responsibility that is of equal concern to everyone in the community.

RECOMMENDATION:

The Secretary of State should encourage the provincial governments to urge their various school boards to develop and implement a race relations policy.

RECOMMENDATION

68

EXAMINE THE CURRICULUM PRACTICES OF CANADIAN SCHOOL BOARDS

The hidden curriculum is the teaching of social and economic norms and expectations to students. These norms and expectations are so much a part of schooling that they are seldom questioned or consciously examined. They range from the assumption that all students are familiar with Christian heritage to assumptions about the meaning of eye contact, pause length and social distance.

Feelings: Because this is the case, the feelings of cultural minorities who do not place high values on these same aspects are often neglected or overlooked.

Pride in heritage is an important consideration for many visible minorities. The conventional practices of many schools fail to recognize this and tend to consider the culture of some but not others.

Denial of opportunity can result when the hidden curriculum becomes the basis for teaching methods. Verbal praise, used by many teachers as a way to increase participation, may embarrass a student whose culture discourages such behaviour. The student may receive a low grade because of the requirement to participate in class activity.

Climate: The hidden curriculum must be taken into account when considering how to enhance the multicultural climate in the school.

Individual Basis: The Committee encourages all teachers and administrators to remember that there are cultural differences and that students should always be treated as individuals.

Resources: It is important that school boards provide school personnel with the resources to conduct periodic appraisals of the overall quality of the school environment and multicultural programs.

Vancouver: A local group, called Alternatives to Racism, produced A Handbook For Enhancing The Multicultural Climate Of The School which contains a checklist for determining how responsive school personnel are to cultural differences. It assesses programs for efficiency and patterns of organization as well as for effectiveness. If the results are positive, the school personnel and students are encouraged. If they are negative, the mechanism exists for corrective action.

The Nova Scotia Teachers' Union has published Multiculturalism: A Handbook For Teachers. The Handbook explains what multiculturalism is all about and provides assistance to teachers in implementing multiculturalism as a classroom policy.

Equality: Keeping these efforts and difficulties of minorities in mind, educators should create a school environment which is conducive to learning and promoting equality of opportunity for all students.

The Canadian Council for Multicultural and Intercultural Education is an organization representing educators from across the country. The Council holds conferences, acts as a clearing house and supports research in areas of need.

RECOMMENDATION:

The Canadian Council for Multicultural and Intercultural Education should examine the hidden curriculum in order to ensure that no group is denied a sense of belonging and equality of opportunity.

RESPECT THE OBSERVANCE OF CULTURAL NATIONAL DAYS

RECOMMENDATION

69

Not the Same: It is often taken for granted that everyone observes the same days of celebration. This is a rather large oversight considering the multicultural nature of Canadian society. Members of minority cultures take their days of celebration just as seriously as the rest of the community.

Left Out: Within the schools, there is a feeling of embarrassment and alienation on the part of minority children when they are forced to observe days of celebration which are not their own, or when their own are ignored.

Mutual Knowledge: Recognition of important national days and religious holy days of the cultures represented in the schools was requested by many of those who appeared before the Committee. Mutual knowledge is a necessary, although not entirely sufficient, means of generating respect for cultural heritage. An Ontario government publication, Days to Remember, provides a list and description of significant observances of various ethno-cultural groups in Canadian society. A sense of belonging on the part of visible minority children can be increased by making aspects of their culture part of the culture of the school. The Canadian Council for Multicultural and Intercultural Education should be encouraged to prepare a school calendar of events that might be recognized.

Positive: The practice of recognizing the important holidays, national days and religious holy days of the cultures represented in the school or classroom is a positive way of conveying respect and acceptance of the individual's cultural heritage.

Celebrations should be implemented in consultation with the communities. It could be that they could be celebrated in much the same way as those which are already part of the school culture.

RECOMMENDATION:

The Canadian Council for Multicultural and Intercultural Education should promote respect for the observance of various national days and holy days of the cultures represented in the school population.

RECOMMENDATION

70

INTRODUCE HOME-SCHOOL LIAISON OFFICER PROGRAMS FOR THE BENEFIT OF STUDENTS AND PARENTS

Communication: The problem of communication that often exists between the parents of visible minority students and the school system is a further manifestation of the inability to come to terms with cultural differences. It is frequently taken for granted that parents understand the system. The breakdown occurs because these parents are reluctant or even afraid to approach the school because it is imposing to them as an institution.

Information: Many of the most successful programs, from the point of view of schools and parents, are the Home-School Liaison Programs that exist in many school districts. The work done by the officers of these programs is concerned with informing minority cultural groups about the schools, and with making liaison officers and their services available to the schools.

Vancouver: The experiences and duties of the home-school co-ordinator program from Vancouver were brought to the attention of the Committee. The coordinators:

- Advise and counsel parents about their child's performance.
- Encourage the parents to participate in school.
- Counsel the parents concerning domestic problems.
- Explain ethnic perspectives to school staff.
- Provide interpretation when language is a problem.
- Act as go-between when the student's ethnic background may be involved in a problem situation.
- Translate report cards.
- Lead group discussions for school staff on cultural orientation of groups in school population.

Enthusiasm: The Committee endorses such undertakings for their contribution to smoothing the transition from culture to culture for students and parents. It also helps alleviate problems between parents and children as the children enthusiastically adopt Canadian attitudes toward child-parent relations.

Beneficial aspects of the program make it less likely that students will become frustrated and withdraw from school activities while at the same time making it more likely that they will participate more fully in social and academic activities.

RECOMMENDATION:

Boards of Education should introduce a home-school liaison officers program to assist the integration of students and parents into Canadian society.

DEVELOP MULTICULTURAL LEADERSHIP PROGRAMS

RECOMMENDATION

71

The leadership required to produce a school system that reflects the multicultural reality of all its members has to be shared by all. Nothing will be accomplished if there is no one to come forward and lead the way. A strong system requires able people.

Skills: The Committee feels that it is necessary for teachers to take the initiative in developing leadership programs among the student population. Before this can happen, they too must develop leadership skills.

East York: To facilitate this process, the East York Multicultural Leadership Program has made it mandatory for teachers wishing to develop Student Leadership Programs to become involved in sessions that promote communications skills, self-awareness and sensitivity to group dynamics. They are encouraged to stimulate discussion, devise strategies for participation and assess group activity for signs of problems.

Realities: Once this training program is complete, faculty are prepared to assist students in the development of skills that will make them more aware of the realities of multicultural schools and society. As well, students will come to realize the leadership role that they can perform.

Objectives: A composite list of objectives from many school boards includes:

- To have students become more aware of the realities of multicultural schools and society.
- To develop skills in communication and problem-solving which may lead to building of self-confidence and group co-operation.
- To develop trust and empathy of students.
- To achieve a sense of multicultural harmony and understanding through a positive emphasis on similarities in belief systems, customs, and personal experiences.
- To introduce self-insight through moral awareness development and through appeals to empathy gained by role reversal and personal experience sharing.
- To learn problem-identification and problem-solving skills which can be utilized in the student's school and community environment.

- To help students identify the leadership role they can play.
- To build teams in schools and a supportive network in the system.

All candidates for leadership should be chosen from all elements of the school. Once selected, students can begin to realize the numerous ways in which they can lead.

Another model which the Committee believes could be helpful is Positive Peer Culture (PPC) introduced during the 1978-1979 school year at Downsview Secondary School in North York.

- The program is designed to turn around a negative youth sub-culture and mobilize the power of the peer group in a positive, productive manner.
- Youth in the programs learn how to identify problems and how to work together for their solution by involving young people in a day-to-day helping process.

Dramatic: "In previous years we had difficulties between black students and white students. In the space of one year the behaviour of some of the students was 180 degrees opposite. Some who had been involved in violence, just one year later prevented violence. That's a dramatic accomplishment. As the program took hold during the last five months of the school year there was not the kind of tension existing between blacks and whites." (Principal, Downsview Secondary School)

Acceptance: School boards should be encouraged to develop multicultural leadership programs and programs like Positive Peer Culture to assist staff and students in developing skills and positive attitudes promoting acceptance of human diversity in Canada.

RECOMMENDATION:

The Canadian School Trustees Association should encourage all Canadian school boards to develop multicultural leadership programs for their students.

RECOMMENDATION

72

DEVISE METHODS FOR COMBATTING RACIAL HARASSMENT

11 Cities: Reports funded by the Multiculturalism Directorate documented evidence of racism in 11 Canadian communities. In virtually all of the reports concern was expressed about verbal and physical racial harassment. Racially motivated incidents occur in school as well as the community. The harassment takes the form of name-calling, graffiti, vandalism and physical assault.

Profile: The 1977 report, Now Is Not Too Late by Walter Pitman, provides a profile of the people who perpetrated physical assaults against South Asians in Toronto. The assailants were males in their twenties. A typical assailant seldom reads anything but watches junk television and listens to Rock radio. He has no plans to settle down and works sporadically. When he does work he will do almost anything, but does not seek anything other than manual labour because he does not think he could do it, and most of his employers agree. He is the first to be fired or laid off. He has no father at home and has no affection for him. He has a great deal of affection for his mother. He is "Canadian" which is something he rather doubts the French could ever be. "Pakis" never have been and never will be Canadians. Pakistani people are taking over this country and taking over his job. He knows very little about them and resents them for it, but he will not do anything about it. He considers himself more physically than intellectually inclined. He sees himself as a free spirit and happy-go-lucky. He likes to drink beer and smoke pot and generally had been drinking just before the assault. He does not spend much time thinking about why he perpetrated the assault. However, motives seem to range from simply an excess of amoral exuberance to a fear and jealousy of perceived superior economic status and family cohesion.

Influence: Solutions to this type of problem seem elusive. Answers need to be sought at the level of the individual as well as society. Individuals are influenced by the manner in which they see others being treated.

Uncertainty: In the schools, teachers and administrators are unsure about how to respond to racial incidents no matter where they occur.

Response: The Committee advocates the use of a number of responses:

- Upon hearing a racial slur, action should be swift and decisive. The offender should be told in no uncertain terms that such behaviour is inappropriate.
- The response should be the same as it would be in any case of antisocial behaviour, namely, that it is unacceptable and does not reflect the attitudes of the rest of the school.

British Columbia: At the University of British Columbia an approach has been pioneered by John Allan and Judith Nairn:

- Teachers work with the whole class.
- Discussion centers around the differences among class members.
- The purpose is to strengthen self-esteem by valuing each child's unique ethnic identity before discussing differences.

- Questions are designed to stimulate the exploring of issues, understand them and stimulate positive action.
- Results indicate that such exercises activate positive racial attitudes and improve the emotional climate.
- Follow-up evaluation indicates a reduction in the frequency of racial incidents.

The York Board of Education has developed a slide presentation as a basis for the discussion of issues in the classroom. Topics include name-calling, making friends, self-confidence and differing demands at home and school.

Participation: School programs which offer youth of all backgrounds the opportunity to work in a situation of equality, where there are specific tasks, with a common goal, should be supported. Programs should stress opportunities to develop self-confidence and skills.

Community Level: A promising model at the community level is the Neighbourhood Action Project organized in Vancouver by the British Columbia Civil Liberties Association. The project is exploring ways to assist victims of racial harassment and supports community activities directed toward the promotion of racial tolerance.

Others: The League for Human Rights (B'nai B'rith) and the Hamilton Anti-Racism Committee have developed materials to inform and guide communities on ways of responding to racial incidents.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should launch a major educational campaign on the best methods for responding to racial harassment in schools and communities throughout Canada.

RECOMMENDATION

73

INVESTIGATE SCHOOL PLACEMENT METHODS

Instruments and procedures used to identify student achievement and ability potential for the purpose of placing immigrant students in basic level programs has been raised as a serious problem within the school system.

Factors: Inadequate language skills, social class position, and social and cultural adjustment problems are viewed as additional factors which have compounded the issue of student assessment and placement.

Facts: A Toronto study reported by Samuda and Crawford showed that 25 per cent of West Indian students were placed in the technical/vocational programs. The National Black Coalition of Canada discovered a similar situation in Montreal.

Language: Culturally different students whose language is neither French nor English are perceived as low achievers. They think of themselves as French or English speaking, but in reality what they speak is a dialect of one or the other.

All the Same: When teachers and administrators are asked to describe their policies and programs for testing, assessing and placing minority students, their overwhelming response is that they treat them all the same.

Bias: "The research and most psychologists tell us the testing instruments are culturally biased... Sometimes ... a sensitive psychologist ... is prepared not to give it in exactly the standardized way because he or she knows this child has a dialect and maybe does not understand the pronunciation. They will change the pronunciation." (Intercultural Associates)

Accommodate: Treating all students alike is inappropriate because it equates equality with equal treatment. Making accommodations for children from the dominant culture and not doing the same for children from minority cultures means unequal treatment and, therefore, denial of equal opportunity.

North York: School Boards involved with student assessment procedures should be encouraged to adopt the approach of the North York School Board which stipulates:

- Assessment to be conducted in the student's dominant language.
- Proficiency in understanding, speaking and reading their own language.
- Proficiency in the expression of ideas in their own language.
- Proficiency in the handling of mathematical concepts.

Student performance levels corresponding to those of students with similar linguistic and educational backgrounds, taking into account any interruption in schooling.

Modifications: If assessment procedures are going to be used, modifications should be made to tests and testing procedures. Once a more accurate testing procedure is in use and the student is fairly placed in the appropriate classroom, the student may still be in need of language training and the curriculum may need to be changed to accommodate the cultural diversity of the student.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should support research on assessment procedures which are used to place students in occupational and academic streams in schools.

RECOMMENDATION

74

EVALUATE TEACHING AND RESOURCE MATERIALS

History: "Have you read your child's history book lately? What do they say about the First Nations? You will usually encounter them in the first chapter, after which they conveniently disappear from sight as a succession of white discoverers and explorers pass in parade. About us you will find quotations such as this, 'They fought more ferociously than any other Indians we encountered in our westward movement.' The fact we were fighting for our own land and survival was not mentioned." (Chief David Ahenakew of the First Nations)

Progress has been made in the area of textbook analysis since the publication of Teaching Prejudice in 1971. Most provinces have established textbook revision committees and have undertaken some form of textbook evaluation.

Ontario: One of the most impressive and comprehensive efforts is a publication entitled Race, Religion and Culture in Ontario School Materials: Suggestions for Authors and Publishers produced by the Ontario Ministry of Education. The booklet contains basic principles and suggestions for developing multicultural materials that can be used as guidelines for detecting cultural or racial bias in existing resources.

Committee: At the present time there are a number of textbook evaluation committees across the country. What is needed is an interprovincial co-ordinating committee to facilitate the evaluation of teaching and resource materials, to incorporate new criteria into material evaluation schemes, and to communicate evaluations as they are completed to the departments of education and through them to the school boards.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should encourage the establishment of an interprovincial co-ordinating committee to evaluate the legitimacy of teaching and resource materials for the purpose of determining the possible existence of cultural or racial bias.

RECOMMENDATION

75

PROMOTE THE DEVELOPMENT OF MORE POSITIVE ATTITUDES TOWARD VISIBLE MINORITIES

Negative: There seems to be universal acceptance within visible minority communities that the schools should promote a positive attitude toward minority students. There is a definite lack of information presented for this purpose and as a result students are unaware of how to respond to those with whom they are unfamiliar. The presentations that are made are frequently ineffective in reducing or eliminating negative attitudes.

Preconditions: Considerable research has shown that certain thinking abilities and the ability to perceive people in certain ways are necessary preconditions to accepting human diversity. The development of the ability to see things as others would see them and the ability to perceive attributes other than color when you look at someone are just two examples of abilities that need to be developed if students are to be more tolerant.

Guides: The Committee received a number of positive examples of teachers guides and curriculum units which improve student thinking abilities, teach them to work together co-operatively, enhance their self-images and present them with information about other cultures:

a). Black Studies: A Resource Guide for Teachers, Intermediate Division, published by the Ontario Ministry of Education (1983). This material is an important contribution to educators who, partly because their own knowledge was deficient, have not taught students about Black Heritage in Canada.

b) Micmacs Project of Prince Edward Island. The development of this project, together with the curriculum material produced, was important in creating greater sensitivity to cultural and ethnic similarities and differences.

c) Dealing with Differences, Scarborough Board of Education, is a Case Study Exercise for Teachers, in which school situations are replicated, with a view to isolating the alternatives which can be used to deal with racial/ethnic incidents.

d) A Cultural Enrichment Program. Ahmed Ijaz demonstrates in his study, You Can Change Your Children's Attitudes through positive presentation of another culture with opportunities for participation in creating arts and crafts, dance etc... typical of that culture.

e) Exploring Likeness and Differences with Film, Bette Hood, North Vancouver. This is a twelve week social studies program for grades 5 and 6, which utilizes films to present the everyday life of members of different ethnic groups. Facts can be gained, closed minds can be opened and a sensitivity to others could be developed through the exploration of likeness and differences.

f) The Society for the Prevention and Elimination of Discrimination and Stereotyping, Calgary Board of Education. A unit to help children gain a better understanding and respect for individual differences. The teaching approach is activity oriented and includes valuing, field trips, resource speakers and participating in songs, dances and art.

g) Prejudice, A Unit Developed by the Association for Values Education and Research, University of British Columbia. The objective of the program is to develop more positive attitudes by developing critical thinking abilities.

h) New Friends: A Grade Two Unit Developed by Alternatives to Racism, Vancouver, attempts to teach children (1) roletaking abilities (2) how to recognize that there are differences within groups of people (3) that people have internal as well as external qualities.

i) Co-operative Learning: A Teaching Strategy. Dan McDougall, Alberta Association for Multicultural Education, and various schools elsewhere are developing the use of co-operative learning techniques whereby students begin to understand the value and the necessity of working with others.

j) The League for Human Rights of B'nai Brith has pioneered many programs for use in community education and school programs. Their initiatives and early programs have assisted educators in learning about some of the pitfalls, and their continued work in the field of education is valued.

k) Profil d'une communauté ethnique de Montréal. A series of booklets produced by the Conseil scolaire de l'Ile de Montréal including profiles of Amerindians, South-East Asians, Latin-Americans, Hungarians, Dutch, Germans, Haïtians, French, Polish, Italians, Chinese, Greeks, Jews, Portuguese and Ukrainians.

l) The DaCosta-Hall Summer Program, Montreal, Quebec. This program was designed to curb the high drop-out rate for Black students. It accomplished the enhancement of the self-concept, and educational and occupational aspirations of the students, through a controlled environment and curriculum.

m) Multicultural Education through Art. A program developed by Margaret Andrews at Simon Fraser University, provides another way to promote intercultural understanding in a highly motivating manner.

Concerns: The Committee was impressed by the number and variety of efforts to prepare curriculum materials for use in schools. But there are a number of concerns about such materials:

- Much has not been evaluated for its effects on children's attitudes.
- Much is optional and not widely used.
- Material that has been proven effective has not been widely used by school boards.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should promote the development and use of teaching and resource material for facilitating more positive attitudes toward visible minorities within the Canadian school system.

RECOMMENDATION

76

DEVELOP TEACHER EDUCATION PROGRAMS

Outdated: The teaching force in Canada is no longer growing. Many in the current field were trained before the multicultural policy was introduced and even before their schools took on a multicultural character. As a result, there is a need for new programs.

Insensitive: "Another aspect that my friends and I have found in the school system in Canada is that the teachers are very insensitive about the issue of race. Many of them cannot cope with it when they are faced with it. Apparently their background and training have not covered this properly, and therefore they are at odds and ends when they have to meet a situation head-on in the classroom. We think these special issues of race relations should be discussed in teacher training colleges, and teachers should be sensitized with respect to handling delicate situations that will always appear in classrooms that are becoming more and more mixed." (West-Indian Canadian Association of Kingston)

Others: There are problems associated with programs designed to enhance effectiveness of teachers working in multicultural classrooms as presently constituted:

- The emphasis is upon learning about others. Learning about them is not enough.
- Often teachers are able to demonstrate knowledge of appropriate behaviour in a multicultural environment but they may not have the ability or desire to act in a manner consistent with that knowledge.

Methods: Although the need to sensitize teachers was mentioned many times in submissions to the Committee, effective methods for achieving the goals were not mentioned. The knowledge, attitudes and abilities of effective teachers in multiethnic and multiracial classrooms are as follows:

- A philosophy of multicultural education
- Knowledge of cultural pluralism
- Respect for minority students
- Interaction posture and management skills
- Non-judgemental orientation
- Ability to respond with empathy
- Tolerance for ambiguity

Evaluation: A review of the literature found many teacher education programs but few have been evaluated. Of those that have been, successes have been achieved in:

Voluntary contact and field experience;

Human relations laboratory training or sensitivity training;

Approaches which have combined film, discussions, reading materials, and methods for integrating the contributions of ethnic groups in the curriculum.

Expectations on the part of the teacher play an important part in student achievement and self-image. There is also strong evidence to suggest that student social class, race or ethnicity is a major determinant of teacher expectations. Teachers must have positive attitudes toward minorities and have high expectations of minority youth.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should encourage the development of teacher education programs.

RECOMMENDATION

77

INCREASE THE PRESENCE OF MINORITIES IN TEACHING AND ADMINISTRATIVE POSITIONS

Values: "If there are students who are losing something by not having role models of their own group in positions of authority, then it is a matter of weighing one value against another. I do not believe school systems should be hiring incompetent teachers, but when it comes down to finer lines, if there is some value to be obtained by having role models from other visible minority groups in positions of authority within the school system then, in the criteria for judging who is best for the position, that person may pick up a few points on that scale." (National Capital Alliance on Race Relations)

Need: Although there is little evidence to indicate whether visible minority youth suffer from not having a member of his or her own race as a teacher, testimony before the Committee emphasized the need to employ more visible minority teachers.

Higher Levels: Until recently there also has not been much evidence to support the contention that students with teachers from their own race or cultural group would have higher levels of achievement. But recent research demonstrates that teachers from the same cultural group are likely to teach at a pace that is consistent with that of the students. The results were higher levels of achievement.

Preparation: There are programs at different universities in Canada which are designed to prepare aboriginal people to teach Native Indians:

The Native Indian Teacher Education Program (NITEP), University of British Columbia, has graduated 51 students. The majority are teaching while others have found employment as cultural workers with school boards.

Victoria School Board has an affirmative action program and has employed 12 aboriginal teachers.

A school in Bella Coola, British Columbia, has hired three graduates of the program, one of whom is the principal. One of the unanticipated outcomes of the placements in Bella Coola is that on parent-teacher night, the turnout of native parents was 100 per cent.

Brandon University has two Native teachers education programs.

The Brandon University Native Teacher Education Program has the professors from the university teach their courses in the communities. The students are full-time and earn a degree in four years. There have been approximately 125 graduates and most are teaching or have other leadership roles in their communities.

The Project for the Education of Native Teachers has native students working as paid teacher's aids from September to May and then taking courses on campus from May to August. There are approximately 156 students in the current program and approximately 100 have graduated. Most graduates are teaching in their home communities.

The Federal Government has responsibility for schools in the Department of Indian Affairs and Northern Development and the Department of National Defence. The Committee is pleased to note that the Department of Indian Affairs and Northern Development has an affirmative action program for employing Native teachers in Band schools. Schools within federal jurisdiction should employ more visible minority teachers.

Increasing: Lower drop out rates, higher levels of achievement and greater parental participation are three very good reasons for increasing the number of Native and other visible minority teachers in the school system.

RECOMMENDATION:

Governments and school boards should introduce affirmative action programs to increase the number of visible minorities in teaching and administrative positions.

ENCOURAGE EARLY CHILDHOOD EDUCATION

RECOMMENDATION

78

Victims: "Children against whom prejudice is directed and also children for whom prejudice is a way of life are victims of a world which has failed to meet their needs or protect their rights." (Rosemary Brown, M.L.A., British Columbia)

Early Childhood Education is defined as the care and education of children from birth to approximately seven years of age. It includes day care, nursery, preschool, kindergarten, and some primary classes.

Learning: "There are some people who suffer from the misguided notion that small children are free of racist attitudes. However, research demonstrates that by the age of four our children have a fairly well-developed conception of race and racial differences in terms of the way they play out in our society. Children have come to learn and understand by the time they get to school the way in which society treats race in terms of roles ascribed to people of different color. They learn by picking up comic books and the first pictures they see. They learn by watching movies, their games, films, advertisements in which all you see are white faces. The message is clear: There are certain groups of people in this society who count and certain groups who do not. So, it is a rather disturbing truth that racism is imprinted in the hearts and minds of our kids by the time they get to school." (Urban Alliance on Race Relations)

Disappointing: Diversity of responses by educational institutions to Early Childhood Training is disappointing. Depending on the region, there is no provision for it or it exists in varying forms from college to college. There also seems to be a lack of requirements for it as part of a degree program.

Impact: There is a need for teaching materials to assist in improving the life chances of visible minority children and to enhance their self-esteem. American research has demonstrated that early childhood programs can have a long term positive impact on the later life chances of participants. There is also a need for teaching materials to positively influence attitudes and values.

Ideal: The period of early childhood is the ideal time to shape the attitudes of young Canadians in preparation for life in a multicultural society.

Toronto: The Committee had only one example of an Early Childhood Education Program brought to its attention. Dr. Keith McLeod at the University of Toronto has developed a program guide for use by Early Childhood Education teachers. The guide includes a number of strategies for dealing with cultural diversity.

"Early childhood and the needs of young children is a ripe, rich area for the federal Government to be involved in. The British North America Act did not give ownership of the education of young children to the Provinces." (Intercultural Associates)

RECOMMENDATION:

The proposed Ministry of Multiculturalism should provide further funding for research and development of:

Minimum standards for working in early childhood education
Multicultural teaching materials for use in training programs
Curriculum materials that would positively influence attitudes and values during the period of early childhood education.

RECOMMENDATION

79

ASSIST INCREASED PARTICIPATION IN POST SECONDARY INSTITUTIONS

Testimony before the Committee and evidence presented in briefs indicated that post secondary institutions have a significant role to play in increasing the participation of visible minorities in their programs.

> "...the idea of life long learning has particular implication for the 80 percent unemployed Indian and Native population, who in order to catch up on missed opportunities to education and job skills, will want to spend large periods of their adult life combining education and work training." (Native Metal Industries Ltd. and N.M.I. Holdings Ltd.)

Obstacles: Although the statement was made with particular reference to aboriginal people, it is applicable to other visible minorities as well. It is important for post secondary institutions to examine the ways in which they respond to visible minority students whose culture may be different and who may be more mature. Research suggests they are faced with a number of obstacles to participation, including: discrimination, non-acceptance, low expectations by teachers and lack of respect for and recognition of the learners, past experience. Post-secondary institutions need to identify recruitment procedures which encourage more visible minorities to take advantage of their programs.

Two encouraging models presented to the Committee in testimony are the Transitional Year Programs (TYP) at Dalhousie University and the University of Toronto.

The Dalhousie University Program was established in 1971 as a pilot project to provide educational upgrading to Black and aboriginal students in order to enable them to proceed to university. In the early 1980s, it was given the equivalence of a department in the Faculty of Arts and Sciences for a three year trial period.

Reduced Tension: The program has reduced tensions between Black and aboriginal students and instructors and between the program and the university community. This has been attained through the systematic redefinition of difference as an asset and through the provision of non-threatening opportunities to learn about the other group. To reduce tension between the program and the university, the remedial aspect of the program was de-emphasized and its role as a resource centre accentuated. The program takes a maximum of 20 students and is designed for those students wishing to go to university but who require psychological and educational preparation.

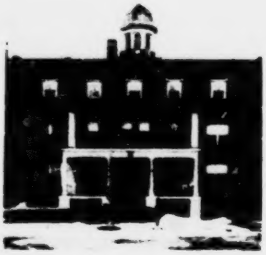
A Community College in Winnipeg recruited twenty aboriginal people from Northern Manitoba. At the end of six months only two students were left. One of the causes for the high drop-out rate may have been the lack of accommodation on the part of the institution. Post-secondary institutions need to create an atmosphere of learning conducive to the acceptance and accommodation of Canada's multicultural, multiracial communities.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should support post-secondary institutions that increase the participation of visible minorities in their programs.

RECOMMENDATION

80



ESTABLISH RESEARCH CENTRES AND CHAIRS OF STUDY

Two approaches for increasing research on multicultural and racial issues were brought to the attention of the Committee.

National Institute: Dr. Keith McLeod of the Canadian Council for Multicultural and Intercultural Education argued for the establishment of a National Institute of Multiculturalism for the purpose of developing research and models. He believes it is necessary to coordinate the flow of information so that those working in the area will know what is happening elsewhere. The present technique of personal networking is clearly inadequate.

Regional Institutes: Professors R. Clifton and S. Hryniuk of the University of Manitoba brought their proposal for a Centre of Ethnic Studies to the attention of the Committee. The Centre would be involved in researching intercultural relations.

> "...research and the dissemination of research is often necessary for assisting minority groups to achieve equality in our country".

The proposal envisages a regional institute based at the University of Manitoba and a resource center at the University of Winnipeg.

Chairs: A second approach to encouraging research on ethnicity and race is the establishment of Chairs at universities. There is no systematic research on the implications of Chairs of Study for those ethnic groups who have them. It is, however, generally accepted that the Institute of Ukrainian Studies at the University of Alberta, and the Chairs of Acadian Studies at the University of Moncton, Hungarian Studies and Ukrainian Studies at the University of Toronto, Gaelic Studies at St. Francis-Xavier, Mennonite Studies at the University of Winnipeg, and Native and Aboriginal Studies at St. Thomas University have assisted in the preservation of knowledge and enhanced the self-concept of the groups. In addition, the Chairs provide an infrastructure for preparing well researched position papers when the groups find themselves in advocacy positions. The Committee found the Chair of Study to be a good model for encouraging cultural retention and supports the establishment of a Chair of South Asian Studies in Western Canada and a Chair of Black studies in Eastern Canada.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should support the establishment of Research Centres and Chairs of Study.

SOCIAL INTEGRATION

1. Employment and Immigration Canada should implement the new framework for immigrant language training.

2. The proposed Ministry of Multiculturalism should amend funding criteria for an organization or project for a second and third year with a minimum of resubmission preparation.

3. The proposed Ministry of Multiculturalism should increase and extend funding for both ethnic and racial group organizations and broadly based community organizations.

4. All governments should continue to fund and support race relations and intercultural training and public education programs which are well researched and evaluated, fit the particular community they are designed for, have a long term community development component and are systematically linked to existing programs.

5. The proposed Ministry of Multiculturalism should establish regional computer-based retrieval systems to act as clearing houses of information, experience and advice.

6. Governments should continue to fund community efforts which assist visible minority and immigrant women to become self-sufficient participants in the economic and social life of the community.

7. The federal government should fund majority youth organizations which are prepared to modify their programs in ways that increase the participation of minority youth.

8. All governments should continue their support of multicultural, multiracial sharing events and publicize the process by which voluntary organizations have increased participation of visible minorities.

9. All chief electoral officers and governments should provide more information on the electoral process.

10. Political parties should increase the participation of visible minorities by developing more effective outreach programs.

11. The Canadian Federation of Municipalities should initiate a sharing of the models of broadly representative race relations committees.

EMPLOYMENT

12. The federal government should promote the hiring of visible minorities in the private sector by implementing the following five year strategy:

    Over an immediate five year period, make available subsidies and tax incentive programs for the hiring and training of visible minority persons and for the promotion of the voluntary adoption of affirmative action.

    During the course of this same five year period, develop an adequate data base which will provide a labour profile on visible minority groups and assist in the implementation of affirmative action programs. The experience with affirmative action programs in Canada and elsewhere should also be studied.

At the end of five years, review the incentives programs and the success of voluntary affirmative action. Mandatory affirmative action should be introduced at this time if insufficient progress is detected under the voluntary programs.

13. All governments should redirect the resources and emphasis of youth programs so that visible minorities receive attention and assistance commensurate with the severity of their unemployment situation throughout Canada.

14. The federal government should introduce contract compliance legislation requiring contractors and sub-contractors with federal government departments, agencies and Crown corporations to implement affirmative action programs for visible minorities. All other governments are urged to do the same.

15. The Federal Business Development Bank should develop an outreach program to ensure that visible minority businesses are served by its financial, management and counselling programs.

16. Supply and Services Canada should compile a directory of visible minority sub- contractors, furnish this directory to all federal contractors, and require that visible minority enterprises be considered for subcontracting.

17. The federal government should, in co-operation with the provincial governments, investigate the methods and organizations for evaluating non-Canadian degrees and credentials, and the licensing and other practices of professions, trades and apprenticeships.

18. The federal government should urge the provincial Departments of Labour, Workers' Compensation Boards and other relevant federal and provincial departments to investigate immediately the working, housing, health and safety conditions for immigrant and itinerant farmworkers.

19. Government departments, agencies and Crown corporations should not use services of employment agencies which accept requests for "Whites Only".

20. The federal government should establish, in co-operation with the provinces, universities, and private industry, cross-cultural trade and communication centres within schools of business of several Canadian universities, in order to develop business and marketing skills within a multicultural environment.

PUBLIC POLICY

21. The federal government should use Governor-in-Council appointments to increase the participation of visible minorities on federal boards and commissions as well as in the senior management of the Public Service and Crown corporations.

22. The Treasury Board, as the employer under the Public Service Act, should immediately add visible minorities to the list of target groups for mandatory affirmative action.

23. The Canadian Human Rights Commission should conduct a study to determine the extent to which systemic discrimination exists in the Public Service, Crown corporations and those sections of the private sector which fall under federal jurisdiction.

24. Statistics Canada, in the 1986 minicensus and the 1991 decennial census, should include the requisite additional questions to elicit accurate data on visible minorities, these questions to be accompanied by an appropriate explanation of the purpose.

25. The federal government should immediately introduce in Parliament a Multiculturalism Act, creating a Ministry of Multiculturalism.

26. The House of Commons should amend Standing Order 69 (l) to establish a Standing Committee on Multiculturalism.

27. The Canadian Multicultural Council should be reconstituted as the Advisory Council on Multiculturalism, with a mandate similar to that of the Advisory Council on the Status of Women.

28. Employment and Immigration Canada should take appropriate steps to ensure that members of visible minorities are not unduly singled out for unusual immigration procedures and that all such procedures are adequately explained to arriving persons and their awaiting relatives and friends.

29. Employment and Immigration Canada should conduct a comprehensive study of the current situation with respect to immigrants who have been admitted to Canada through the family reunification plan, to determine whether or not there are substantial differences between them and other immigrants in terms of their ability to successfully integrate into Canadian society.

30. External Affairs Canada should conduct a general review of its policy with respect to the location of offices and the procedures for processing applications in third World Countries from which Canada receives substantial numbers of immigrants and/or visitors.

31. Employment and Immigration Canada should conduct an immediate evaluation of its employment development programs and refine them accordingly; should expand such programs to include all visible minorities as a target group in their affirmative action component; and should pay particular attention to visible minority women, who are doubly disadvantaged.

32. The federal government should, when requested, and when the integrity of the program will not be compromised, accommodate its programs to the needs of unique ethnocultural cultural groups.

33. The Parliament of Canada should officially acknowledge the mistreatment accorded to the Japanese in Canada during and after World War II and the government of Canada should undertake negotiations to redress these wrongs.

34. Justice Canada should review the War Measures Act with a view to proposing the safeguards necessary to prevent a recurrence of the kind of mistreatment suffered by the Japanese in Canada during and after World War II.

JUSTICE

35. Justice Canada should prepare amendments to section 281.2(2) of the Criminal Code so that it is no longer necessary to show that an accused specifically intended to promote hatred, in order to obtain a conviction.

36. Justice Canada should prepare amendments to s.281.2(6) of the Criminal Code so that the consent of the provincial Attorneys General is no longer required for a prosecution in cases of public incitement of hatred.

37. Justice Canada should prepare amendments to the Criminal Code so that it is clear that the burden of raising special defences is on the accused.

38. Justice Canada should prepare amendments to the Canadian Human Rights Act to allow the Canadian Human Rights Commission to deal with hate propaganda.

39. Justice Canada should prepare amendments to the Canadian Human Rights Act to give the Canadian Human Rights Commission jurisdiction to hear complaints dealing with the import and export of hate propaganda and its dissemination through the mails and on radio, television and cable services.

40. Justice Canada should prepare amendments to the Criminal Code to allow judges to impose an additional consecutive sentence when the principal Criminal Act is racially motivated.

41. All levels of government should mandate the appropriate Human Rights Commission to improve their outreach programs and establish race relations divisions, and the necessary funding should be provided.

42. Justice Canada should prepare amendments to sections 7 and 10 of the Canadian Human Rights Act so that they include remedies for the effects of systemic discrimination on visible minorities.

43. Justice Canada should prepare amendments to the Canadian Human Rights Act and the provinces should amend their anti- discrimination laws to allow a complainant the option of instituting civil litigation against a discriminator rather than making a complaint to the Human Rights Commission.

44. Justice Canada should prepare amendments to the Canadian Human Rights Act so that the commission is directly responsible to parliament.

45. Justice Canada should undertake a review of the Lord's Day Act to ensure that any religious observance legislation is consistent with Canada's multi-religious character.

46. Canada should, after proper consultation with the provinces, make a declaration under article 14 of the International Convention on the elimination of all forms of racial discrimination and specify that complaints under article 4 should be considered as subject to the protections of the Canadian Charter of Rights and Freedoms and the International Covenant on Civil and Political Rights.

47. Solicitor General Canada should increase the representation of visible minorities in the RCMP through the removal of artificial barriers and the initiation of an active recruiting strategy. Other police forces should do likewise.

48. Solicitor General Canada should establish a career development program for visible minorities seeking to become special constables. All other police forces should do the same for visible minorities who are civilian community service officers.

49. The Solicitor General of Canada and his provincial and territorial counterparts should provide cross-cultural training for police, corrections administration, prison staff and judicial system personnel.

50. Solicitor General Canada should develop initiatives to involve members of visible minority communities in the planning and administration of correctional services.

51. Solicitor General Canada should develop initiatives to reduce the number of offenders in correctional institutions by utilizing alternatives to incarceration.

52. Justice Canada should continue to support the Native Courtworker Program and extend it to include members of other visible minorities.

MEDIA

53. The Department of Communications, when drafting the proposed new Broadcasting Act mentioned in the recent Speech from the Throne, should explicitly charge the Canadian Broadcasting Corporation to contribute to the development of national unity by promoting harmonious relations among the ethnic and racial groups which make up Canada's population.

54. The Department of Communications should require its major cultural agencies and agencies reporting to the department to support multicultural arts.

55. The Department of Communications should define "Canadian Content" in film, television and other media as including a dimension of Canadian multiculturalism.

56. The proposed Ministry of Multiculturalism should assist more non-governmental organizations in making prestigious annual awards for reportage, documentary, advertising or other areas which contribute to harmonious race relations.

57. The proposed Ministry of Multiculturalism should support in-service training in cross-cultural communication for media professionals and schools of journalism should provide mandatory courses in this area for student journalists.

58. All media should hire and promote minority persons to all levels of their staff, providing training where necessary, and suitable persons from visible minorities should be appointed to management, boards and self-regulating bodies.

59. Media institutions should expand their international reporting as recommended by the recent Royal Commission on Newspapers and improve the quality by broadening the perspectives of their editors and correspondents.

60. Press councils should increase their capability to deal with racist reporting and set standards for reporting on visible minorities for the print media.

61. The proposed Ministry of Multiculturalism should facilitate the establishment of a media watch by visible minority organizations.

62. The advertising industry should work towards adopting a policy of having all advertising and promotional material reflect the multicultural diversity of Canada and towards setting standards for portrayal of visible minorities in advertising similar to its standards for portraying women.

63. The Advertising Standards Council should develop a code for depicting visible minorities in print advertising.

64. The proposed Ministry of Multiculturalism should support research into the attitudes of the majority toward visible minorities appearing in advertising, and basic demographic and consumer information on visible minorities should be made available.

65. All levels of government, including Crown corporations, should adopt a multiracial policy in advertising and communications and should provide adequate resources, such as training, monitoring and evaluation, for the successful implementation of the policy.

66. The Department of Communications should ensure, in developing its long-range strategy for broadcasting and communications, that visible minorities have equal access to the new technology and that their concerns are reprensented in broadcasting content.

EDUCATION

67. The Secretary of State should encourage the provincial governments to urge their various school boards to develop and implement a race relations policy.

68. The Canadian Council for Multicultural and Intercultural Education should examine the hidden curriculum in order to ensure that no group is denied a sense of belonging and equality of opportunity.

69. The Canadian Council for Multicultural and Intercultural Education should promote respect for the observance of various national days and holy days of the cultures represented in the school population.

70. Boards of Education should introduce a home-school liaison officers program to assist the integration of students and parents into Canadian society.

71. The Canadian School Trustees Association should encourage all Canadian school boards to develop multicultural leadership programs for their students.

72. The proposed Ministry of Multiculturalism should launch a major educational campaign on the best methods for responding to racial harassment in schools and communities throughout Canada.

73. The proposed Ministry of Multiculturalism should support research on assessment procedures which are used to place students in occupational and academic streams in schools.

74. The proposed Ministry of Multiculturalism should encourage the establishment of an Interprovincial Co-Ordinating Committee to evaluate the legitimacy of teaching and resource materials for the purpose of determining the possible existence of cultural or racial bias.

75. The proposed Ministry of Multiculturalism should promote the development and use of teaching and resource material for facilitating more positive attitudes toward visible minorities within the Canadian school system.

76. The proposed Ministry of Multiculturalism should encourage the development of teacher education programs.

77. Governments and School Boards should introduce affirmative action programs to increase the number of visible minorities in teaching and administrative positions.

78. The proposed Ministry of Multiculturalism should provide further funding for research and development of:

Minimum standards for working in early childhood education

Multicultural teaching materials for use in training programs

Curriculum materials that would positively influence attitudes and values during the period of early childhood education.

79. The proposed Ministry of Multiculturalism should support post-secondary institutions that increase the participation of visible minorities in their programs.

80. The proposed Ministry of Multiculturalism should support the establishment of research centres and chairs of study.

GLOSSARY OF KEY TERMS

ABORIGINAL PEOPLES: The term used in this report, as in the Constitution Act, 1982, to refer to native Indians, Inuit and Métis.

AFFIRMATIVE ACTION: A component of anti-discrimination policies, involving the restructuring of institutions and organizations along lines which reflect the composition of their societies.

AFFIRMATIVE ACTION PROGRAMS: These programs generally have a mandate to examine actual structures of recruiting and hiring practices in order to recommend changes that deal with more specific goals in the short term. These programs may be mandatory and, in some cases, targets may be set. Such programs may also be referred to as preferential. In government, contract compliance may be used as a technique to extend affirmative action programs to the private sector, by requiring that firms which have government contracts also establish such programs.

ASSIMILATION: A process, clearly distinct from integration, of eliminating distinctive group characteristics, this may be encouraged as a formal policy (e.g. American "melting pot").

CHILL FACTOR: A situation in which people do not apply for a position because they believe they would be unwelcome in that workplace. This belief usually develops if there is no one like them in that workplace.

CORE FUNDING: Funds that are available to support the ongoing administration of an organization, as opposed to supporting specific types of program activity.

DISCRIMINATION: The conscious act of dealing with a person or persons on the basis of prejudicial attitudes and beliefs (rather than on the basis of individual merit). Thus prejudice is a state of mind, while discrimination is an action.

DIVERSION: A program in which the court directs a criminal defendant to participate in some type of community work or restitutional activity as an alternative to incarceration.

EQUAL OPPORTUNITY PROGRAMS: Basically these programs, which constitute the less aggressive approach, are designed to monitor and evaluate the progress made in implementing a policy of identifying disadvantaged groups and setting broad objectives in hiring or promotion.

ETHNOCENTRIC: Regarding one's own race or culture as the most important and judging other cultures as wrong or inferior simply because they do things differently.

EYE CONTACT: There is variation across cultures in the way in which people make eye contact with each other. During a conversation, some cultures maintain constant eye contact while others have very little.

HIDDEN CURRICULUM: The tacit teaching of social and economic norms and expectations in the schools. These norms and expectations are so much a part of schooling that they are seldom questioned or consciously examined.

INTEGRATION: A process, clearly distinct from assimilation, by which groups and/or individuals become able to participate fully in the political, economic, social and cultural life of the country.

MULTICULTURALISM POLICY: One which promotes the integration, not the assimilation, of minority groups into society while at the same time assisting those who so wish to maintain their distinctive cultural identities (e.g. Canadian "cultural mosaic"). In this report, the term is understood to include a multiracial element.

OUTREACH PROGRAM: A program designed to increase the awareness of the general public and/or specific client groups concerning the facilities and services provided by an organization, or to increase their participation.

PAUSE LENGTH: Pauses between participants in conversation vary across cultures. Pauses in conversation signal turn-taking. If the other person does not begin to speak after an appropriate pause, the speaker feels free to keep talking.

PLURALISTIC SOCIETY: One which is comprised of persons belonging to several different ethnic, racial, linguistic or religious groups; some may result primarily from historical demographics (e.g. Switzerland, Yugoslavia, many African States) while others result primarily from immigration (e.g. Canada, United States and Australia).

PREJUDICE: Literally to pre-judge; a mental state in which an individual passes judgment (generally unfavourable) on a person he or she does not know, usually attributing to that person a variety of characteristics which are attributed to a group of which the person is a member. It is an attitude in contrast to behaviour.

RACISM: Discrimination on the basis of racial/national/ethnic origin or colour.

REVERSE DISCRIMINATION: A term used (generally by opponents of affirmative action programs) to refer to the perceived exclusion of some majority group individuals from positions as a result of affirmative action programs.

SANCTIONS: A component of anti-discrimination policies, generally legislation which prohibits discriminatory acts and/or provides legal remedies for victims of such acts (for example the Canadian Human Rights Act, the Charter of Rights and Freedoms and the Provincial Human Rights Acts).

SEED MONEY: Funds made available for the initial development of a project, usually on the understanding that no funds will be required for its maintenance once it is established or that alternative funding will be arranged.

SETTLEMENT PROGRAMS: Programs designed to assist newly-arriving immigrants to integrate into a society. Typically they would include language, orientation, housing and counselling services.

SOCIAL DISTANCE: The distance people stand from each other during conversation varies across cultures and varies with different situations within a culture.

STEREOTYPE: A fixed image attributing certain characteristics or habits to a specific racial or ethnic group.

STRICT LIABILITY OFFENCE: One which imposes a criminal penalty without requiring proof of criminal intent to obtain a conviction.

SUSTAINING GRANT: Funds that are available to support the ongoing administration of an organization, as opposed to supporting specific types of program activity.

SYSTEMIC DISCRIMINATION: Unintentional, institutionalized discrimination. For example, hiring procedures or entrance requirements may have the unintentional effect of excluding various minority groups. Also referred to as "institutional" racism.

TARGET GROUPS: Target groups are those disadvantaged or under-represented groups whose participation an affirmative action program is trying to increase.

The following groups and individuals appeared as witnesses before the Special Committee:

Ad Hoc Committee on Media and Race Relations (Issue No. 16)
Ade, George (Issue No. 14)
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Akali Singh Sikh Society (Issue No. 24)
Alberta Association for Multicultural Education (Issue No. 23)
Alcindor, Dr. Anthony (Issue No. 13)
Ali, Mumtaz M. (Issue No. 24)
Allan, John (Issue No. 25)
Allen, Dr. Keith (Issue No. 14)
Alternatives to Racism (Issue No. 25)
Anania, Silvana (Issue No. 13)
Anderson, Dr. Wolseley (Issue No. 14)
Antoine, Delano (Issue No. 17)
Arany, Maria Kovacs (Issue No. 13)
Armstrong, Lynda Edith (Issue No. 16)
Armstrong, William (Issue No. 9)
Ash, Don (Issue No. 30)
Assanand, Shashi (Issue No. 25)
Assembly of First Nations (Issue No. 2)
Association des journalistes ethniques du Québec (Issue No. 13)
Association des médecins haïtiens à l'étranger (Issue No. 13)
Athans, David (Issue No. 25)
Atwal, Gurdeep Singh (Issue No. 25)
Aulak, Pritam Singh (Issue No. 24)
Aune, Roxana (Issue No. 26)
Awan, Sadiq N. (Issue No. 10)
Azzaria, Dr. Louis M. (Issue No. 3)

B.C. Organization to Fight Racism (Issue No. 24)
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Baker, Roy. C. (Issue No. 19)
Ballentine, Bill (Issue No. 16)
Bansfield, Calvin (Issue No. 4)
Batchelor, Dr. Barrington de V. (Issue No. 4)
Bayne, Clarence (Issue No. 3)
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Bertley, Dr. Leo (Issue No. 13)
Blackman, Joanne (Issue No. 25)
Blane, Robert (Issue No. 14)
Boal, Sarwan (Issue No. 24)
Board of Education of the Borough of North York, Multicultural Leadership Program (Issue No. 14)
Borovoy, Alan (Issue No. 14)
Brathwaite, Keren (Issue No. 17)
British Columbia Association of Social Workers (Issue No. 25)
British Columbia Civil Liberties Association (Issue No. 25)
Brown, Lolita (Issue No. 18)
Buchignani, N. (Issue No. 23)
Bugg, Bess (Issue No. 21)
Bukhari, Yawar (Issue No. 25)

CKFM (Issue No. 16)
Cadloff, Kevin (Issue No. 13)

Cairns, Rosemary (Issue No. 21)
Campbell, Barbara (Issue No. 12)
Canadian Arab Federation (Issue No. 3)
Canadian Association of Advertisers (Issue No. 16)
Canadian Black Performers Association (Issue No. 16)
Canadian Broadcasting Corporation (Issue No. 9)
Canadian Civil Liberties Association (Issue No. 14)
Canadian Council for Multicultural and Intercultural Education (Issue No. 14)
Canadian Council of Christians and Jews (Issue No. 7)
Canadian Council of Muslim Women (Issue No. 23)
Canadian Federation of Vietnamese Associations (Issue No. 2)
Canadian Human Rights Commission (Issue No. 1)
Canadian Japanese Citizen Association (Issue No. 15)
Canadian Jewish Congress (Issue No. 5)
Canadian Jewish Congress, Pacific Region (Issue No. 24)
Canadian Multicultural Council (Issue No. 26)
Canadian School Trustees Association (Issue No. 18)
Canadian Teachers' Federation (Issue No. 6)
Cardozo, Andrew (Issue No. 8)
Carroll, Bonnie (Issue No. 10)
Catre, Mel (Issue No. 18)
Central Vancouver Island Multicultural Society (Issue No. 25)
Centre for Research Action on Race Relations (Issue No. 13)
Chan, Lewis (Issue No. 9)
Chanda, Mutale (Issue No. 14)
Charles, Keith (Issue No. 9)
Checkeris, Ernie (Issue No. 18)
Cheng, Vincent (Issue No. 17)
Chinese Benevolent Association (Issue No. 24)
Chinese Canadian National Council (Issue No. 14)
Chinese Graduates Association of Alberta (Issue No. 23)
Chinese Interpreter and Information Services (Issue No. 17)
Chu, Joyce (Issue No. 17)
Clifton, Rodney (Issue No. 19)
Coalition of Visible Minorities (Issue No. 12)
Coelho, Kevin (Issue No. 11)
Collenette, Hon. David (Issue No. 2, 2nd S/32nd P)
Committee for Racial Justice (Issue No. 24)
Committee on Community, Race and Ethnic Relations, City of North York (Issue No. 15)
Co-operators Insurance Co. (Issue No. 20)
Council of India Societies of Edmonton (Issue No. 23)
Council of Muslim Communities of Canada (Issue No. 24)
Council of National Ethnocultural Organizations (Issue No. 9)
Council of Yukon Indians (Issue No. 22)
Cross-Cultural Communications Centre (Issue No. 14)
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Dalhousie University, Transitional Year Program (Issue No. 12)
Day, Shelagh (Issue No. 20)
Dedijer, Marion (Issue No. 25)
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Dene Nation (Issue No. 21)
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Department of Justice (Issue No. 27)
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Edmonton Immigrant Services Association (Issue No. 23)
Edmonton Police Department (Issue No. 23)
Elliston, Inez (Issue No. 17)
Endicott, Fran (Issue No. 18)
Eng, Suzan (Issue No. 16)
Ethnikos Management Consultants of Canada (Issue No. 8)

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Fahlman, Lila (Issue No. 23)
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Fawcett, Rhonda (Issue No. 20)
Fayant, Bill (Issue No. 20)
Federation of Saskatchewan Indian Nations (Issue No. 20)
Federation of Sikh Societies of Canada (Issue No. 1)
Fillipoff, Sam Simijon (Issue No. 25)
Flaherty, Coleen (Issue No. 21)
Fleming, Hon. Jim (Issue No. 1, 2nd S/32 P)
Foss, John (Issue No. 16)
François, James (Issue No. 12)
Fraternité Multiculturelle de Québec Inc. (Issue No. 13)
Frerichs, Eilert (Issue No. 18)
Fung, Kwok (Issue No. 17)

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Ghanem, Ibranim (Issue No. 12)
Gibson, Dale (Issue No. 19)
Gill, Charan (Issue No. 24)
Gold, Sylvia (Issue No. 6)
Goldbloom, Dr. Victor (Issue No. 7)
Gonzalez, Teresa (Issue No. 14)
Good, Jerry (Issue No. 16)
Gosal, Mohinder Singh (Issue No. 1)
Grange, Hamelin (Issue No. 16)
Greenspon, Lawrence (Issue No. 10)
Gresseau, Ernst (Issue No. 13)
Grewal, Mohinder (Issue No. 25)
Grewal, Sahnsher Singh (Issue No. 17)
Greyeyes, Armand (Issue No. 20)
Guru Nanak Sikh Temple Society (Issue No. 24)

Halford, Ron (Issue No. 18)
Hall, Ranjit (Issue No. 11)
Hanna, Irene (Issue No. 20)
Hanson, Bill (Issue No. 20)
Harris, Milton (Issue No. 5)

Hasenack, Rolf (Issue No. 10)
Head, Dr. Wilson (Issue No. 5)
Henry, Dr. Frances (Issue No. 5)
Highway, Dan (Issue No. 19)
Hird, Lynda (Issue No. 25)
Ho, Esther (Issue No. 17)
Hofer, Jacob (Issue No. 19)
Hryniuk, Stella (Issue No. 19)
Hull, Jeremy (Issue No. 19)
Human Rights Directorate, Secretary of State (Issue No. 1)
Human Services of Scarborough (Issue No. 18)
Hurd, Jeanne-Marie (Issue No. 23)
Hutterite Community of Manitoba (Issue No. 19)

Ijaz, Ahmed (Issue No. 16)
Imai, George (Issue No. 15)
Immigrant Services Society of British Columbia (Issue No. 24)
Immigrant Settlement Board (Issue No. 26)
India Immigrant Aid Services (Issue No. 16)
Inouye, Ritsuko (Issue No. 15)
Inter Cultural Associates (Issue No. 17)
Intercultural Association of Greater Victoria (Issue No. 25)
International Briefing Associates (Issue No. 25)
International YMCA of Montreal (Issue No. 13)
Interprovincial Association on Native Employment (Issue No. 20)
Islam-West Associates (Issue No. 16)

Jackson, Ray (Issue No. 22)
Jackson, Vera (Issue No. 13)
Jain, Harish (Issue No. 7)
Jamaican Canadian Association (Issue No. 15)
James, Rupert (Issue No. 15)
Japanese Business and Professional Association (Issue No. 15)
Javed, Dr. A. Hamid (Issue No. 10)
Jheeta, Mota Singh (Issue No. 24)
Joe, Debra (Issue No. 25)
Joe, Margaret (Issue No. 22)
Johnston, Kerry (Issue No. 1, 1st S/32nd P; Issue No. 2, 2nd S/32nd P)
Johnstone, Anthony (Issue No. 12)
Joyal, Dr. Shreesh (Issue No. 20)
Juneau, Pierre (Issue No. 9)
Juriansz, Russell (Issue No. 1)

Kalsi, Virmal Singh (Issue No. 24)
Kennerley, Michael (Issue No. 16)
Khaki, Aziz (Issue No. 24)
Khaladkar, Vikas (Issue No. 20)
Khalsa Diwan Society (Issue No. 24)
Khuon, Khun-Neay (Issue No. 13)
Kinsella, Dr. Noël (Issue No. 12)
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Koilpillai, Robinson (Issue No. 23)
Kontz, Michael (Issue No. 20)
Kuziak, Marion (Issue No. 20)
Kyi, Joyce (Issue No. 24)

Lal, Stein (Issue No. 21)
Lam, Leatrice (Issue No. 19)
Land, Edith (Issue No. 7)
Lawrence, Les (Issue No. 9)
Lazar, Barry (Issue No. 13)
Le, Dr. Can (Issue No. 2)
League for Human Rights (Issue No. 1)
Leblanc, Philippe (Issue No. 1)
Ledhi, Abdul (Issue No. 17)
Lee, Art (Issue No. 26)
Lee, Rose (Issue No. 14)
Lee, Siu Keong (Issue No. 14)
Lennie, Ernie (Issue No. 21)
Leone, Dr. Laureano (Issue No. 9)
Li, Belinda (Issue No. 17)
Lombardi, Father Massey (Issue No. 15)
Lorentowitcz, Genie (Issue No. 14)
Low, Martin (Issue No. 27)
Lowe, Jeffrey S. (Issue No. 24)
Ludwig, Israel A. (Issue No. 19)
Lunney, Chief R. (Issue No. 23)
Luther, Rashmi (Issue No. 3)

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MacKinnon, Wayne (Issue No. 10)
Magnat, Joseph (Issue No. 5)
Maison d'Haïti (Issue No. 13)
Malik, Waheed (Issue No. 13)
Manitoba Department of Highways (Issue No. 19)
Manitoba Human Rights Commission (Issue No. 19)
Mansfield, Erik (Issue No. 3)
Manywounds, Peter (Issue No. 2)
Marchi, George (Issue No. 8)
Marshall, Suzanne (Issue No. 14)
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Mastai, Dr. Judith (Issue No. 25)
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McCreath, Peter L. (Issue No. 12)
McDonald, Adrian (Issue No. 12)
McDougall, Dan (Issue No. 23)
McFadyen, John (Issue No. 16)
McLeod, Keith (Issue No. 14)
McMillan, Michael E. (Issue No. 27)
McMurtry, Hon. Roy (Issue No. 16)
Mercury, J.A. (Issue No. 15)
Metis Association of the Northwest Territories (Issue No. 21)
Metropolitan Separate School Board (Issue No. 14)
Miller, Earl (Issue No. 16)
Miner, Michael (Issue No. 25)
Mirhady, Dr. Katherine (Issue No. 24)
Mitchel, Deanna (Issue No. 25)
Mock, Karen (Issue No. 17)
Montani, Adrienne (Issue No. 25)
Morris, Hugh (Issue No. 14)
MOSAIC (Issue No. 26)

Mosaic Multicultural Council (Issue No. 20)
Mosemann, Vandra (Issue No. 17)
Mosley, R.G. (Issue No. 27)
Moss, Penny (Issue No. 18)
Mountjoy, Terry (Issue No. 20)
Muinuddin, Muin (Issue No. 16)
Mukherjee, Alok (Issue No. 16)
Multicultural Association of Fredericton, Inc. (Issue No. 12)
Multicultural Association of Nova Scotia (Issue No. 12)
Multicultural Association of the Northwest Territories (Issue No. 21)
Multicultural Council of Saskatchewan (Issue No. 20)
Multicultural Leadership Program, Board of Education of the Borough of East York (Issue No. 14)
Multiculturalism Directorate, Secretary of State (Issue No. 1, 1st S/32 P; Issue No. 2, 2nd S/32 P)
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Muszynski, Leon (Issue No. 18)

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Naskapi Band Council (Issue No. 13)
National Association of Canadians with Origins in India (Issue No. 11)
National Association of Japanese Canadians (Issue No. 15)
National Black Coalition (Issue No. 3)
National Capital Alliance on Race Relations (Issue No. 3)
National Congress of Black Women (Issue No. 13)
National Federation of Pakistani Canadians (Issue No. 10)
Native Council of Nova Scotia (Issue No. 12)
Native Counselling Services of Alberta (Issue No. 23)
Native Metals Industry (Issue No. 20)
Negro Community Centre (Issue No. 13)
New Brunswick Human Rights Commission (Issue No. 12)
Ng, Ching-Wo (Issue No. 23)
Ng, Winnie (Issue No. 14)
Nguyen, Dr. B.H. (Issue No. 2)
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Nichols, W. (Issue No. 13)
Niemi, Fo (Issue No. 13)
Nkolo, Jean-Victor (Issue No. 13)
Nolan, Richard (Issue No. 1)
Northern Women's Coalition (Issue No. 21)
Northwest Territories Arts and Crafts Council (Issue No. 21)
Northwest Territories Council for Disabled Persons (Issue No. 21)
Nova Scotia Teachers' Union (Issue No. 12)

Ontario Human Rights Commission (Issue No. 16)
Ontario Multicultural Association (Issue No. 14)
Organization for Caribbean-Canadian Initiatives (Issue No. 14)
Orientation Adjustment Services for Immigrants Society (Issue No. 25)
Osborne, Fleurette (Issue No. 20)
Ouellet, Fernand (Issue No. 13)

Pagtakhan, Dr. Rey (Issue No. 19)
Paluaja, Roy (Issue No. 18)
Parekh, Navin (Issues No. 9 and 10)
Paris, Dr. Charles (Issues No. 24 and 25)
Patel, Dhiru (Issue No. 1, 1st S/32nd P; Issue No. 2, 2nd S/32nd P)
Perigny, Jacquie (Issue No. 20)
Perseau, Ken (Issue No. 12)

Peterson, Dawne (Issue No. 20)
Pinkus, Philip (Issue No. 25)
Poe-Mutuma, Chimbo (Issue No. 15)
Poirier, Linda (Issue No. 1)
Province of Nova Scotia, Department of Education (Issue No. 12)
Public Service Alliance of Canada (Issue No. 10)

Qaadri, Mohammad S. (Issue No. 14)
Queen Mary Community School (Issue No. 25)

Radcliffe, Michael (Issue No. 19)
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Regina Civil Liberties Association (Issue No. 20)
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Robertson, Mary (Issue No. 13)
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Sandhu, Gian (Issue No. 24)
Saskatchewan Association of Friendship Centres (Issue No. 20)
Saskatchewan Association of Human Rights (Issue No. 20)
Saskatchewan Coalition Against Racism (Issue No. 20)
Saskatchewan Human Rights Commission (Issue No. 20)
Saskatchewan Power Corporation (Issue No. 20)
Saskatchewan Telecommunications (Issue No. 20)
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Secretary of State, Department of — (Multiculturalism Directorate) (Issue No. 1, 1st S/32nd P; Issue No. 2, 2nd S/32nd P)
Secretary of State, Department of — (Human Rights Directorate) (Issue No. 1)
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Shortall, Brian (Issue No. 6)
Siddiqui, Haroon (Issue No. 7)
Sidhu, Gurmeet (Issue No. 23)
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Singh, Dr. Mohinder (Issue No. 24)
Singh, Prem (Issue No. 24)
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Social Planning Council of Metropolitan Toronto (Issue No. 18)
South Asian Origins Liaison Committee (Issue No. 17)
South Vancouver Neighbourhood House (Issue No. 26)

Souza, Tony (Issue No. 18)
Special Council Commitee on Race Relations, City of Vancouver (Issue No. 24)
Spence, R. (Issue No. 25)
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Stanley, Tim (Issue No. 24)
Stewart, Mari (Issue No. 20)
Stinson, Art (Issue No. 10)
Sumiya, Mits (Issue No. 15)
Surrey Delta Immigrant Services Society (Issue No. 25)

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Thompson, Melbourne (Issue No. 14)
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Toronto Board of Education (Issue No. 18)
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Trail and District Multicultural Immigrant Information and Referral Centre (Issue No. 25)
Transitional Year Program, Dalhousie University (Issue No. 12)
Transitional Year Program, University of Toronto (Issue No. 14)
Tyler, Dave (Issue No. 20)

Ubale, Dr. Bhausaheb (Issue No. 16)
United Council of Philippino Associations (Issue No. 19)
University of Toronto, Transitional Year Program (Issue No. 14)
Urban Alliance on Race Relations (Issue No. 5)

Vancouver Multicultural Society (Issue No. 25)
Vancouver School Board Trustees (Issue No. 25)
Vaness, Dr. A. (Issue No. 23)

Waldner, David (Issue No. 19)
Wall, A. Martin (Issue No. 14)
Walmsley, Chris (Issue No. 25)
Warren, Christine (Issue No. 24)
Waterson, Dr. Karolyn (Issue No. 12)
Watson, Dr. Avra (Issue No. 20)
West-Indian Canadian Association (Issue No. 4)
White, Hilary (Issue No. 25)
Wild, Jo (Issue No. 25)
Wilkinson, Paul (Issue No. 13)
Winterton, Don (Issue No. 25)
Wittig, Lloyd (Issue No. 20)
Wlodyka, Andrew (Issue No. 25)
Wolf, Sharon (Issue No. 5)
Woo, Bernard (Issue No. 17)
Wood, Merry (Issues No. 25 and 26)

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Andrews, R.F. — Willowdale, Ontario
Arab Canadian Association of the Atlantic Provinces
Arif, Ayat B. — Nepean, Ontario
Armogan, George — Downsview, Ontario
Ashraf, Naz Ikramullah — Ottawa, Ontario
Asian Multicultural Community Services
Asian Study Circle of Prince George, British Columbia
Assembly of First Nations
Association des journalistes ethniques du Québec Inc.
Association des médecins haïtiens à l'étranger
Association for Baha'I Studies
Association Forum of Pakistan Inc.
Association of Canadian Advertisers Incorporated
Association of Canadian Publishers
Association of Pakistani Canadians
Association of Women of India in Canada
Atlantic Conference on Learning Disabilities

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Barker, Robert, Mayor of Peterbourough, Ontario
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Bastla, Clifford — London, Ontario
Basu, Robi — Calgary, Alberta
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Bell, Mark — Ottawa, Ontario
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Berlin, Mark L. — Ottawa, Ontario
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Black Cultural Centre of Nova Scotia
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Board of School Trustees of School District No. 39 — Vancouver, British Columbia
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British Columbia Association of Social Workers
British Columbia Civil Liberties Association
British Columbia Federation of Labour
British Columbia Human Rights Coalition
British Columbia Organization to Fight Racism
British Columbia Task Force on Immigrant Women
British Columbia Telephone Company
Brown, T. — Toronto, Ontario
Buchignani, Norman — Lethbridge, Alberta
Buckley, Robert — Priceville, Ontario
Buffalo Jazz Society
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Calgary Herald
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Calzavara, Liviana — Toronto, Ontario
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Canada Employment and Immigration Commission
Canada Sri Lanka Association
Canadian Arab Federation
Canadian Association for Free Expression
Canadian Association in Support of the Native Peoples
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Canadian Council for Racial Harmony
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Manitoba Human Rights Commission
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Montreal Black Performers Association
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Multicultural Association of Nova Scotia
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Ontario Multicultural Association
Ontario South-Asian Multicultural Community Services
Ontario Task Force on the Portrayal of Racial Diversity in Government Advertising and Communications
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Public Service Alliance of Canada
Public Service Commission of Canada
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Rudnyckyj, J.B. — Montreal, Quebec
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Saskatchewan Association of Friendship Centres
Saskatchewan Association on Human Rights

Saskatchewan Coalition Against Racism
Saskatchewan Human Rights Commission
Saskatchewan Power Corporation
Saskatchewan Telecommunication
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A copy of the relevant Minutes of Proceedings and Evidence (Issues Nos. 1 to 27 inclusive of the First Session of the Thirty-Second Parliament, Issues Nos. 1 to 3 inclusive of the Second Session and Issue No. 4 of the Second Session which contains the First Report) is tabled.

Respectfully submitted,

Bob Daudlin, M.P.
Chairman.

MINUTES OF PROCEEDINGS

THURSDAY, MARCH 8, 1984
(28)

[*Text*]

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 9:45 o'clock a.m., this day, the Chairman, Mr. Bob Daudlin, presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, Mitges and Veillette.

In attendance: From the Research Branch, Library of Parliament: Brooke Jeffrey, Philip Rosen, Research Officers.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

On motion of Mr. Mitges, it was agreed,—That the draft report be adopted as the First Report of the Special Committee in the Second Session and that the Chairman be ordered to table it in the House of Commons when the printed copies in both official languages are available.

On motion of Mr. Veillette, it was agreed,—That the report of the Special Committee be printed in separate English and French copies.

On motion of Mr. Kelly, it was agreed,—That the Committee authorize the printing of 30,000 copies of the English version and 5,000 copies of the French version of Issue No. 4, which contains the Committee's First Report and that a distinctive cover be attached to all copies of Issue No. 4.

On motion of Mr. Mitges, it was agreed,—That, if the supply of reports is exhausted and the Committee has ceased to exist, the former Chairman or two Committee members be authorized to request the Principal Clerk of the Committees and Private Legislation Directorate to order a reprint of the report in such numbers as may be deemed necessary to meet the demand that has been manifested.

At 12:52 o'clock p.m., the Committee adjourned to the call of the Chair.

Judith A. LaRocque
Clerk of the Committee

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